

GOVERNANCE STRUCTURES OF FLORIDA'S
FULL SERVICE SCHOOLS:
A CASE STUDY

BY

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Abstract of Dissertation Presented to the Graduate School
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A CASE STUDY

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The purpose of this study was to investigate the interorganizational relationships of the governance structures of Florida's Full Service Schools using selective characteristics of Van de Ven's conceptual framework of interorganizational relationships. Questions examining the history, formalization, centralization, and complexity of these unique interagency relationships guided the data collection.

A case study approach using qualitative methods of data collection was used for this descriptive investigation. Interorganizational relationships of governing structures were examined as a basic element of the Full Service School phenomenon in Florida, resulting in a multiple-case design. Three Florida school districts in three separate health and human service delivery

areas were selected through purposive sampling. Site selections represented small, middle-sized, and large school districts to allow examination of potential comparisons and contrasts between participating counties. Two Full Service School Oversight Committees and one site's Planning Council were observed, participating members interviewed, and relevant data from documents and records synthesized. Repeated observations and participant interviews were conducted from February through May 1994. Categorical coding and analyses of emerging patterns were employed as primary modes of data analysis.

Described as providing direction and evaluation of the Full Service School sites in the respective counties, each Oversight Committee (OSC) was created contingent on grant funding from Florida's Full Service School Act. Many similarities and differences were identified between the three OSC examined. The most formalized, centralized, and complex governance structure of the three committees investigated was found in the small county. The middle-sized county's site Planning Council was observed providing direction, planning site activities, and participating in pooled decision-making with the site coordinator. The largest county's OSC was transforming during the research period from a casual information-sharing group to a more formalized collective of participants with a shared vision. OSC members expressed optimism about increased integrated services within the school district.

CHAPTER I INTRODUCTION TO THE PROBLEM

A major shortcoming of this country's system for delivering human services is its inability to deal with children with multiple problems and their families in an effective, coordinated way (Cunningham, 1989; Kirst, 1991; Tyack, 1992). The fragmentation, specialization, and complexity of the current system prevent an effective delivery of services (Center for the Study of Social Policy, 1991; Gardner, 1991; Soler, Shotten, & Bell, 1993). Many educators, human services professionals, and health care professionals suggest that one solution to this problem is to reorganize the current system by linking or integrating education, health, and human services. One method of service integration is interorganizational collaboration.

Blank and Lombardi (1992) described interagency or interorganizational collaboration for the purpose of providing integrated, comprehensive services as a preventive approach to dealing holistically and promptly with the profound needs of high risk children and their families. Morrill (1993) argued that past attempts at systems-oriented reform using interagency collaboration strategies were sought from forces outside the human services system. By contrast, the current impetus is primarily from

providers within these complex systems. Collaborative efforts such as the San Diego City Schools' New Beginnings in California (Jehl & Kirst, 1992; New Beginnings, 1990; Payzant, 1992), Kentucky's Integrated Delivery System (KIDS) (Cunningham, 1993; Melaville & Blank, 1991), the Family Connection Program in Savannah, Georgia (Kadel, 1992), the School-Based Youth Services Program of New Jersey (Chira, 1991; Glass, 1992), and the Beethoven Project in Chicago, Illinois (Cohen, 1989), exemplify a variety of service integration initiatives.

Interorganizational initiatives appear to be gaining attention at the local, state, and federal level; Stephens (1988) predicted the number of collaborative initiatives would increase during the 1990s. Palaich, Whitney, and Paolino (1991) and Useem (1991) agreed with Stephens (1988) that policymakers are increasingly relying on mandated interagency collaboration to realize policy goals. Although policymakers have legislated interorganizational collaboration to address multi-agency concerns, barriers remain to effective interorganizational program development and implementation (Useem, 1991). Kagen, Rivera, and Parker (1990) reported that even with isolated examples of developing and thriving collaborative programs, administrators thought they lacked the theoretical and experimental information that could direct and improve the process of collaborating and delivering comprehensive results. William Morrill (1993), Director of the National Center for Service Integration, identified exploration

of the most appropriate or effective governance structure(s) for service integration efforts as one of the most pervasive and persistent "knowledge gaps" in this area of interorganizational relationships.

In summary, the development of effective interorganizational relationships to collaborate among the fields of education, health, and human services systems at all levels is critical to provide substantial reform of the current human services delivery systems. Behrman (1991) suggested that policymakers have found it necessary to mandate interorganizational relationships as a vital condition for the continued survival of many service delivery systems. Critical to these collaborative initiatives is the focus on the development of the interorganizational administrative and governance structures. Kagen, Riviera, and Parker (1990) observed that with the increasing trend of integrating health and human services within schools, "America is on the brink of a practical renaissance, reshaping how it delivers human services" (p.2).

Statement of the Problem

Educators, health care professionals, and human service professionals are confronted with a major dilemma as they strive to improve human services delivery systems. Melaville, Blank, and Asayesh (1993) identified several critical flaws in the current delivery systems. The authors argued that the present systems (a) use a crisis oriented design, (b) use rigid and distinct categories that fail to reflect interrelated causes and solutions,

(c) encourage a lack of functional communication among various public and private agencies, (d) prohibit specialized agencies from developing comprehensive solutions to complex problems, and (e) insufficiently fund existing services. Agreeing with Melaville and associates, Palaich, Whitney, and Paolino (1991) added that the current systems of fragmented services have reached the limit of effectiveness, and that states are in a prime position to design a focused effort to address necessary changes.

Changes in the way schools and human services organizations interact with children and families simply will not occur on a broad scale without serious revisions to how these service delivery systems are organized. Kirst (1992) cautioned that redirecting funding sources, or increased funding alone, would not likely change service systems enough to create better outcomes for children and families. He admitted that the outlook was more optimistic with transformations in the governance, technology, attitudes, and capacities of employees. In emerging models, such as San Diego's New Beginnings (Jehl & Kirst, 1992; New Beginnings, 1990; Payzant, 1992), this visionary process has been implemented. Fundamental changes in the services delivery system have evolved to address areas of shared philosophy, organizational structure, cost efficiency and effectiveness, and the identification of institutional and legal barriers.

Similarly, in Florida the Full Service Schools model has emerged as an alternative to fragmented service delivery based on the assumptions that

children bring more than educational needs to the classroom and Florida's system of service delivery, structured within discrete categorical boundaries, has failed to meet children's needs (Groves, 1992b). Florida's legislators responded to these assumptions and enacted the Full Service Schools Act of 1990. The legislation directed the Florida Departments of Education (FDOE) and Health and Rehabilitative Services (DHRS) to "jointly establish Full Service Schools to serve students from schools that have a student population that has a high risk of needing medical and social services" and to fully implement the initiative throughout the state by the 1995-1996 school year. The Full Service Schools Act (1990) was intended to make services convenient to students and families by using the school as a "hub" of services (Rist, 1990). With little guidance from the legislation, school administrators and state and community health and human services professionals have been challenged with implementing a systems-oriented reform.

Although the importance of interagency collaboration for integrating services has been acknowledged in a number of papers describing local and community collaborative initiatives, studies exploring the governance of these new entities have not been reported. A study examining the governance issues involved in the development and implementation of an integrated services site should be useful to determine a particular structure or pattern of interorganizational collaboration that enhances systems-

oriented change described by Bruner (1991), Kirst (1991), and Argranoff (1991).

Purpose and Questions

The purpose of this multiple-site case study is to describe and examine the governance structures of three Full Service School sites in Florida. The framework of this study has been drawn from Van de Ven's (1976) theory for assessing the development and maintenance of interorganizational relationships. Van de Ven's theory is appropriate for this study because, as Hord (1980) suggested, a researcher may adapt the framework to examine selected components of interorganizational relationships. The focal points of this inquiry will be an analysis of the interagency units in terms of the formalization, complexity, and centralization of the governance structures. The following research questions will guide data collection in this study:

1. How have the governance structures of the Full Service School sites developed?
2. How are the Full Service School sites administratively operated?
3. How have the member agencies procedurally formalized their interactions?
4. How has the member agencies' integration of the interorganizational governance structures affected the individual agencies?

Rationale

The predominant approach to examining the structures of interorganizational relationships has been within the defining disciplines of the individual relationships, such as the patterns of interagency collaboration within the field of human resources (Aldrich, 1976); the field of education (Hall, Clark, Giordano, Johnson, and Van Roekel, 1977; Louis & Rosenblum, 1981; Seppanen, 1990; Yin & Gwaltney, 1981); or variables of effective interorganizational relationships within a human services delivery system (Bayer, 1985; Roberts-DeGennarо, 1988). The researchers used narrow approaches in the area of interorganizational collaborations that are no longer consistent with current models of collaboration and services integration.

The fundamental concept of the Full Service Schools model involves education, health, and social service organizations joining forces collaboratively to contribute to the effectiveness, efficiency, and economy of service delivery. According to Redburn (1977), services integration achieved through interorganizational collaboration involves organizational and administrative changes in programs that deliver services, and changes in the nature and delivery of services. Agranoff (1991) suggested that the necessary systems-oriented changes would have substantial challenges. These challenges included (a) designing more coherent public policies; (b) strategic planning and policy development; (c) operational planning, programming, and budgeting; and (d) collective decision-making.

Currently, there is a gap in the existing literature about the nature and design of the organizational and governance structures of interorganizational collaborative initiatives for integrating services (Center for the Study of Social Policy, 1991; National Association of State Boards of Education, 1992). This study will investigate the design and structure of the governing entities of three Florida Full Service School sites. Van de Ven's (1976) theory of interorganizational relationships is used as a conceptual framework to compare and contrast the formalization, centralization, and complexity of the governing bodies.

Structural Dimensions

The structural dimensions of Van de Ven's (1976) theoretical framework relate to the way in which agencies initiate and maintain interorganizational structures. According to Van de Ven, the behavior of agencies interacting as part of a social action system cannot be adequately explained by examining the behavior of the individual organizations involved. To achieve goals as a unit, the social action system adopts a structure for organizing the activities of the participating member organizations. Van de Ven identified formalization, centralization, and complexity as the key components of interorganizational administration. These terms are defined in the following section and discussed further in Chapter 2.

Definition of Terms

This study draws from several different disciplines, which creates a need for comprehensive definitions of terms. For the purpose of this study, definitions of terms include the following:

Centralization. Van de Ven and Ferry (1980) described centralization in two ways: first, as the concerted or binding decision-making in the interorganizational relationships, and second, as the degree to which information and resources are centered on one or on a few agencies.

Collaboration. Collaboration is a multidimensional on-going process including both formal and informal mechanisms of cooperation and coordination (Farrow & Rogers, 1983), between two or more agencies to address a specific problem (Bruner, 1991) and to unite to achieve common goals that cannot be achieved individually (Kagen, Rivera, & Parker, 1990).

Complexity. Complexity refers to the number of different elements that must be integrated for an interorganizational relationship to act as a unit (Van de Ven & Ferry, 1980), or simply the diversity of occupations or structural units into which employees may be categorized in an organization based on roles, positions, knowledge, functions, rank, and so on (Gage & Mandell, 1990).

Formalization. Formalization refers to the degree to which rules, policies, and procedures govern an interorganizational agreement as well as the contacts of agency representatives. Formalization increases as the

interorganizational arrangements are verbalized, written down, made contractual in nature, and/or mandated (Van de Ven & Ferry, 1980).

Full Service School. A Full Service School is one in which educational, health, and human services are integrated on school grounds or in easily accessible locations (Groves, 1992a).

Governance. Within interorganizational collaborations, governance refers to the decision-making body that links the communication, information-sharing, and planning functions (Center for the Study of Social Policy, 1991).

Interorganizational analysis. An interorganizational analysis is a systematic evaluation of the pattern of relationships among an identifiable cluster of organizations bound together by allied domains, geography, target client populations, or problems (Van de Ven & Ferry, 1980).

Interorganizational network. The interorganizational network is the total pattern of interorganizational relationships among a cluster of organizations that are meshed together as a social system to attain collective and self-interest goals or to resolve specific problems for a target population (Van de Ven & Ferry, 1980).

School-linked services. The term "school-linked services" describes the on-going collaborative relationship of a school and at least two other human service agencies (Kirst, 1992).

Service integration. The phrase "service integration" characterizes a broad spectrum of activities that range from providing services from several agencies at one convenient location, to creating state and local interagency service planning and budgeting. Activities may range from cooperation to coordination to collaboration (United States General Accounting Office, 1992).

Stakeholders. Stakeholders are individuals or groups of individuals who either have some input into the decision-making process or are affected by policy decisions of the social problem (Majchrzak, 1984).

Systems-oriented change. Melaville, Blank, and Asayesh (1993) defined systems-oriented change as a revision of the ways that people and institutions think, behave, and use their resources to affect fundamentally the types, quality, and degree of service delivery to children and families.

Triangulation. Triangulation means the support of a finding by showing that independent measures of it agree with or, at least, do not contradict the finding (Miles & Huberman, 1984). Triangulation improves the probability of findings by using different and multiple sources, investigators, methods, and theories (Lincoln & Guba, 1985).

Limitations and Delimitations of the Study

The scope of this study was subject to restrictions on several points. The population studied was restricted to three interorganizational collaborative committees from three independent school districts and human

service delivery regions in Florida. Sampling was purposive. The sites studied were selected using criteria that required the site to meet the operational definition of a Full Service School, allowed for only one site per school district and human service delivery area, which prohibited the overlap of service delivery areas, required receipt of Full Service School grant funding for three consecutive years and representation of small, middle-sized, and large school districts. These criteria were determined to provide an overall representation of the Full Service Schools phenomena in Florida. The participants in this study included community members, school district personnel, and representatives of health and human service agencies involved in the interorganizational collaborative management of the Full Service School sites.

The data collection in this study employed case study techniques. Generalizations drawn from the findings of this study should be useful to practitioners in school districts and service delivery areas who find themselves in similar situations and conditions.

Summary and Overview of the Remaining Chapters

Although integrated school-linked services are not new, the most current attempts at interagency collaboration raise concerns. Specifically, critical issues invoked in the development and maintenance of Full Service Schools in Florida communities merit investigation. The primary foci

investigated in this study involve an examination of the governance structures created to manage the interorganizational entities.

In Chapter II, a review of the literature relevant to this research is presented. Resources are drawn from the areas of education, sociology, political science, public administration, and social science research. In Chapter III, the research methods and procedures used in this case study are presented, and findings are reported in Chapter IV. Finally, Chapter V consists of a summary of the study; discussion of the results in relation to the literature and research questions; implications for practitioners and policy development; and recommendations for further research.

CHAPTER II REVIEW OF THE LITERATURE

The purpose of this chapter is to provide a review and, where appropriate, analysis of the professional literature advancing perspectives on interorganizational relationships and interorganizational analysis, defining the concepts of collaboration, cooperation and coordination, and the development and implementation of Full Service Schools in Florida. The chapter is divided into five sections, opening with the selection criteria for the literature review and an overview of interorganizational collaboration. The chapter concludes with a summary and implications of the research discussed for the present study.

Selection of the Relevant Literature

The review of relevant literature began with an extensive search of texts, refereed journal articles, computerized databases, research manuscripts, magazine articles, state and federal legislative documents, technical assistance papers, and related reports published or completed in the last 20 years. The selected timeframe reflects the increased use of interorganizational analysis within the fields of sociology, public administration, education, and organizational studies (Bryman, 1989; Rogers & Whetten, 1982).

The sources selected for inclusion in the review met at least one of the following criteria:

1. Discussions provided a perspective on interorganizational collaboration related to the development of a definitive definition, traits of effective collaboration, as well as the benefits and barriers to effective collaboration.
2. Research findings addressed Van de Ven's (1976) theoretical framework of interorganizational relationships.
3. Discussions provided a perspective on interorganizational analysis.
4. Discussions provided a perspective on the development and implementation of Full Service Schools in Florida.

Sources of the literature review included Dissertation Abstracts International (DAI), Technical Assistance Papers from state agencies and legislative committees, Educational Resource Information Clearinghouse (ERIC), and Sociofile. References initially were located through the libraries at the University of Florida, the interlibrary loan system, or the generosity of professionals in the field. Even though the literature search pertaining to Full Service Schools was limited, all relevant references relating to interagency collaboration efforts and interorganizational analysis in the last 20 years were considered. In addition, pre-1973 classic references examining the historical perspectives of interorganizational collaboration also were included. Descriptors or key words used in this literature search consist of interagency

and interorganizational collaboration, coordination, cooperation, service linkages, integrated services, education, school social work, school health care, full service schools, case study, qualitative methodology, and interorganizational analysis.

The reviewer examined the literature generated from the search and selected the references that met at least one of the prescribed criteria. This search produced 107 appropriate references from a list of 683 sources.

Overview of Interorganizational Collaboration

The concept of interorganizational collaboration is not new to health, human services, and education (Black & Kase, 1963), but Gardner (1991) argued that little has been learned from the long history of service integration. The benefits of interorganizational collaboration and coordinated service delivery have been widely reported (Bruner, 1991; Jones & Stegelin, 1988; Kagen, 1990; Spears, Combs, & Bailey, 1990). Common benefits of interagency collaboration are summarized as (a) more effective and comprehensive service delivery; (b) cost-effective and cost-saving service programs; (c) reduction of the duplication of services by different agencies; (d) improved access to services for those without transportation or those in rural areas; (e) reduction in costly interventions such as low birth weight baby care, foster care, and juvenile detention; (f) improved identification of eligible families for certain services; and (g) increased sharing of ideas between local and state levels.

Even with the obvious benefits, previous attempts at collaborative efforts to integrate services have met with minimal success (Kusserow, 1991; United States General Accounting Office, 1992). Researchers identified several barriers that may contribute to the limited success of integrated services and effective interorganizational collaboration. Drawing from their experiences of interagency relationships involved in service delivery for students with disabilities, DeStefano and Snauwert (1989) identified the following barriers to effective interagency collaboration:

(a) missing trust and respect among agency representatives; (b) poorly defined roles and responsibilities among agency representatives; (c) an individual personality difference may disrupt the collaborative process; and, (d) philosophical differences. Other researchers have reported that barriers to the interagency efforts were power sharing or turfdom by agencies, confidentiality laws, and inconsistency of definitions and criteria (Silva, 1991).

In a report prepared by the United States General Accounting Office (1992), researchers found that the previous attempts of service integration failed to attain the following:

1. Gain commitment and political support from key officials to ensure participation of service agency officials.

2. Build consensus by establishing early, ongoing relationships between levels of government. Get key officials to agree on the need for change.

3. Create an effective administrative entity with the authority to alter agency roles, assign financial responsibility, and resolve conflicts.

Gardner (1991) added that poor communication and the use of new and different terminology by participating agency representatives, especially from different disciplines, could be a primary barrier to effective collaboration. Nowhere is this more evident than in the terminology used to describe these unique initiatives.

Collaboration, Coordination, and Cooperation

Interorganizational relationships, as a concept, have been defined by theorists and practitioners in widely different ways during the last three decades. In a review of the literature, Hord (1986) found several differences among definitions used by researchers describing these unique interorganizational relationships. Hord (1986) reported that authors often used the terms collaboration, coordination, and cooperation interchangeably to describe various aspects of interorganizational relationships. While the terms may be used synonymously, researchers are cautioned to be aware of the various interpretations of the concepts and the influence these interpretations might have on interorganizational interactions (Boyd, Duning,

Gomez, Hetzel, King, Patrick, & Whitaker, 1992; Goldman & Intriligator, 1988; Hord, 1980; Seppanen, 1990).

Farrow and Rogers (1983) defined collaboration as a multidimensional process including both formal and informal mechanisms of cooperation and coordination. Intriligator (1982) stressed that interorganizational relationships have a collaborative focus when a member organization defines itself as interdependent. Interdependency among participating organizations results when there is a perceived commonality of purpose, goals, interests, or clients that allows agencies to collaborate in joint programs. Additionally, Goldman and Intriligator (1990) stressed shared decision-making as an important factor in the development of effective collaborative relationships. Several researchers have agreed that shared decision-making is critical in order for organizations to initiate and maintain effective and permanent interorganizational relationships and classifies authentic collaborative initiatives from coordinative and cooperative efforts (Hage, 1974; Rogers & Whetten, 1982; Schermerhorn, 1979; Van de Ven & Ferry, 1980). Hoyt (1991) described collaboration as a three-way sharing of responsibility, authority, and accountability.

Hall, Clark, Giordano, Johnson, and Van Roekel (1977) defined coordination as the extent to which member organizations attempted to assure that their activities take into account those of the other participating organizations. Coordination occurs as organizations attempt to attain their

goals or carry out their programs and at the same time cope with their environments (Rogers & Whetten, 1982). Hodgkinson (1991) noted that coordination implies joint activity but does not require participants to share a common goal. Aiken, Dewar, DiTomaso, Hage, and Zeitz (1975) believed that agency coordination included a service system with comprehensiveness and compatibility of all elements, and cooperation between staffs and agencies. The elements the authors suggested as needing coordination were programs and services, resources, clients, and information. Wood (1980) listed five functions of interorganizational coordination: shared program information, shared client recruitment, shared resources, joint programming, and joint operations. Black and Kase (1963) contrasted interagency coordination with the concept of service integration. The authors reported that coordination involved fewer exchanges than information, but efforts still demonstrated a willingness to share and a commitment to the reduction of duplication of services.

Finally, Aram and Stratton (1974) described cooperation as involving interaction and mutual benefit for participating organizations. Aiken and Hage (1978) described cooperation as a set of attitudes requiring mutual understanding, minimum shared goals and values, and the ability to work together on a common task. Parsons (1978) wrote that role definition and communication were central to cooperation, with both organizations maintaining autonomy. While there is a clear lack of agreement of

definitions, the differences seem to depend on the amount of exchanges or involvement between organizations. Schwartz (1981) suggested a continuum would have cooperation at one end, collaboration at the other end, and coordination in the middle. Cooperation involves a rather small investment by participating organizations, whereas collaboration and coordination often require deliberate adjustment and a collective goal.

Distinctions among terminology are important not only in theory development, but also in practical application. Boyd and his associates (1992) examined the impact of interorganizational relationships on participating agencies at a rural Colorado full service school site. The agencies promoted the center as a collaborative effort, but the researchers determined that the center was actually involved in improved agency coordination, not interorganizational collaboration. Gardner (1991) defined genuine collaboration as a community process to plan a service system for children, youth, and families in which no new programs are started without participation by existing programs. Gardner (1991) added that in true collaborative initiatives, resources should be pooled, rather than categorized, to avoid territorialism among agencies competing for the same funds.

Perspectives on Interorganizational Relationships

Interorganizational relationships have gained attention as interest in integrative services and interorganizational collaboration has grown. Researchers have examined patterns of relationships (Hall et al., 1977;

Schmidt & Kochan, 1977; Schwartz, 1981), traits and variables of effective collaborative efforts (Bayer, 1985; Yin & Gwaltney, 1981), and Van de Ven's framework of interorganizational relationships to analyze interorganizational relationships (Hord, 1980; Whetten, 1981). The following section describes the relevant research in the field of interorganizational relationships that could have implications for this present study.

Patterns of Interorganizational Relationships

The predominant model of analysis used by researchers in the area of interorganizational relationships was proposed by Van de Ven (1976) and modified by Van de Ven and Ferry (1980). The model recognized three basic forms of interdependencies or modes of relationships: dyadic or pairwise, interorganizational set, and interorganizational networks. Interorganizational networks are the most complex and all-inclusive form of interorganizational interactions. Van de Ven and Ferry (1980) described the interorganizational network as the "total pattern of interrelationships among a cluster of organizations that are meshed together in a social system" (p.299). Van de Ven (1974) defined an interorganizational relationship as a social action system on the premise that it exhibits elements of any organized form of collective behavior: (1) Behavior among participating member agencies is aimed at attaining collective and self-interest goals; (2) interdependent processes emerge through division of tasks and functions

among members; and, (3) an interorganizational relationship can act as a unit and has a unique identity separate from its member. According to Van de Ven and Ferry's (1980) definition, Full Service Schools would be ideally categorized as an interorganizational network.

The interorganizational set concept was first derived by Evan (1978) from Merton's (1957) analysis of role sets within organizations. Van de Ven and Walker (1979) expanded this concept and noted the possibility of tracing the impact of changes within one dyadic relationship as they affect other pairwise relationships within the set. The interorganizational set focuses on a cluster of pairwise relationships between one focal organization and other organizations in the environment. Van de Ven and Walker (1979) considered the dyad or pairwise relationship to be the simplest form of interorganizational relationship and central to interorganizational analysis.

Structural Properties of Interorganizational Relationships

Central to the development of interorganizational relationships are the structures developed to maintain and support interagency collaboration. These structural dimensions of interorganizational collaborative efforts include formalization, centralization, and complexity (Van de Ven, 1976; Van de Ven & Ferry, 1980). Formalization refers to the degree to which rules, policies, and procedures govern interorganizational agreements and contacts. Formalization has a continuum from verbalized agreement to written contract to legal mandate. Centralization refers to the locus of decision-making.

Warren (1974) observed that initially the structure of pooled decision-making is customarily very weak, with a minimum of authority. Later, as it takes on the characteristics of a formal organization, collective decision-making becomes increasingly relevant. Centralization can then be measured as the perceived degree of influence of agency representatives in making decisions that are binding upon the member agencies.

The structural complexity of an interorganizational relationship refers to the number of distinguishable elements that must be integrated in order for the interorganizational relationship to function as a unit. The indicators include the number of organizations and the number of different issues or tasks on which the relationship is based. As stated previously, the dyadic or pairwise relationship is the simplest form of interorganizational relationship, while the network is the most complex. Also, the relationship becomes more complex as the number of different projects, activities, and problems taken on by the interorganizational relationship increase (Aiken & Hage, 1978).

Development of Full Service Schools in Florida

In May 1991, Governor Lawton Chiles described his vision for Florida's schools:

"I look forward to the time when we keep schools open to 10 o'clock every night, have them going 12 months a year, make them a place where poor families can pick up Food Stamps and their food from the WIC program and their AFDC checks, and where they can sign up for job training." (Taylor, 1991, p. A1)

In this statement, Governor Chiles described the basic tenets of Full Service Schools. Groves (1991) described the Full Service School as one that integrates education, medical, social, and/or human services that are beneficial to meeting the needs of children and their families on school grounds or in locations which are easily accessible.

Enacted in 1990, the Full Service Schools Act required the Florida Departments of Education (FDOE) and Health and Rehabilitative Services (DHRS) to "jointly establish Full Service Schools to serve students from schools that have a student population that has a high risk of needing medical and social services" and to implement the initiative fully throughout the state by the 1995-1996 school year. During the 1991-1992 fiscal year, \$6.1 million was allocated to 32 school districts around the state through a competitive grant process. The funding was secured through collapsed funding of school volunteer programs, extended day enrichment programs, teen parent programs, interagency student service programs, and drop-out prevention programs. The funds were used to provide treatment and support services for children and their families through the development of state and local, public and private partnerships. Full Service School projects affected approximately 70 elementary, middle, high, and alternative schools around the state (Groves, 1992a).

The Full Service Schools Act of 1990, which mandated an increased development of interagency collaboration at the state and local level,

generated several demonstration models. At the state level, Interagency Work Groups comprised of agency representatives from the FDOE, the DHRS, the Department of Labor and Employment Securities (DLES), and the Governor's Office were organized and addressed primary issues affecting the implementation of the Full Service Schools Act (1990). These targeted issues included technology and training, problem solving and barrier removal, linkages, and resource support.

One hundred thirty-four Florida schools in 44 districts and one university laboratory school received funding for interorganizational collaborative services through the Office of Interagency Affairs during the 1992-1993 fiscal year. Total FDOE funding appropriated for Full Service Schools dropped to \$5.5 million from the previous year (Groves, 1993). The Full Service Schools Act (1990), implemented by the Office of Interagency Affairs through the FDOE, was designed to benefit students and their families. In a first mid-year formative report, Groves (1992a) enumerated programmatic benefits of the Full Service Schools, including improved service delivery due to collaboration and co-location of services at the school sites, improved information sharing across disciplines, and a positive shift toward preventive interaction with families instead of crisis management.

In the spring of 1993, the Florida Legislature demonstrated support for the Full Service Schools initiative with an allocated \$6.3 million in funding for the 1993-1994 fiscal year (Groves, 1993). This appropriation

was connected to 386 schools in 52 school districts and 1 university laboratory school with active programs of integrated services. More recently, the legislature earmarked \$9.3 million in the coming fiscal year of 1994-1995 for Florida's Full Service Schools (Groves, 1994).

Chapter Summary

Interagency collaboration resulting in integrated services in schools has been widely practiced. However, the professional literature is lacking a critical examination of attempts of governance structures linking human and health services in the educational setting (Morrill, 1993). In the past 20 years, state and federal initiatives supporting collaborative services have increased. A primary example of this growing trend is the Full Service Schools Act of Florida (1990).

Tyack (1992) stated that efforts to integrate social, health, and education services have reflected social opinions and values and, therefore, are strongly subject to socio-political influences. Yin (1989) advocated the use of interorganizational analysis to provide policy-makers and administrators information about the sociocultural and organizational context of complex social units. Because of the interorganizational nature of the Full Service School site, a multiple-case study approach was selected as the most appropriate research method to examine the governance structures. The case study methodology is complimented by Van de Ven's (1976) conceptual framework of structural dimensions through defining the issues,

concerns, and claims of participating agencies (Guba & Lincoln, 1989) into three categories for investigation. These categories are the structural dimensions of formalization, complexity, and centralization of the interorganizational network.

CHAPTER III METHODOLOGY

The purpose of this study was to investigate the interorganizational relationships of the governance structures of Florida's Full Service Schools using selective characteristics of Van de Ven's (1976) conceptual framework of interorganizational relationships. This chapter describes (a) the research design, (b) the research methods and procedures, (c) the selection of the study's participants and sites, (d) the process of data collection and the methods of data analysis, (e) the efforts to ensure validity and reliability, and (f) issues involving investigator bias and ethical issues.

A case study approach with emphasis on interorganizational analysis methods of data collection was employed. Grounded in literature on interorganizational theory and interorganizational collaboration, the following research questions guided the data collection:

1. How have the governance structures of the Full Service School sites developed?
2. How are the Full Service School sites administratively operated?
3. How have the member agencies procedurally formalized their interactions?

4. How has the member agencies' integration of the interorganizational governance structures affected the individual agencies?

Research Design

This research study was designed as a comparative case study of the governing structures of three interorganizational collaborative sites funded under Florida's Full Service Schools Act (1990). Because studying all existing 375 Full Service School sites was not feasible due to time and funding restrictions, three were selected as representative from a class (Merriam, 1988). Traditionally, many researchers have chosen to use descriptive research methods such as ethnographic studies or case studies to examine factors affecting interorganizational relationships (Bryman, 1989; Seppanen, 1990; Yin & Gwaltney, 1981). Interviews, observations, and focused synthesis were the methods selected to explore the nature of the governance structures initiated by these interorganizational efforts.

Isaac and Michael (1981) described the purpose of a case and field study as being "to study the background, current status and environmental interactions of a given social unit" (p. 48). The social unit identified in this study was the governance structures of three selected Full Service School sites. By using a multiple case study design, the researcher has examined individual structures as well as integrated the findings of the different cases together under a common framework. Case studies provide "thick description" to help the reader make a reliable determination about the

"fittingness" of the findings in relation to their particular environments (Guba & Lincoln, 1981). Finally, case studies are ideally suited to examine a contemporary phenomenon in its real-life context, especially when the distinction between phenomenon and context may not be clearly evident (Yin, 1989).

Although some authors distinguish between the case study and other types of descriptive research designs, Guba and Lincoln (1981) include case study under the classification of descriptive research. Contrasted with strictly exploratory designs, descriptive designs direct attention to particular aspects or dimensions of the research target. Additionally, descriptive designs can reveal potential relationships between variables, and lay a foundation for future research recommendations. One advantage of using descriptive research designs (i.e., case studies) is the use of flexible data collection methods. Interviews, observations, and focused synthesis are all capable for use in the in-depth analysis of distinctive social structures (Merriam, 1988).

Research Methods and Procedures

This investigation used case study methods advocated by experts in the areas of education and interorganizational research to examine the governance structures of three Full Service Schools in Florida. These methods included (a) purposive sampling (Patton, 1980), (b) focused

synthesis (Doty, 1982), (c) interviewing (Evan, 1978; Seidman, 1991), and (d) observation (Bryman, 1989; Rogers & Whetten, 1982).

Data collection of this study took place from February through May, 1994, requiring approximately 138 hours of field work. Prior to subject selection, permission to review documents, observe meetings, and interview informants was obtained from the local school board office, the principal or site managers, and the University of Florida Institutional Review Board (Committee for the Protection of Human Subjects). A copy of correspondence to prospective participants is found in Appendix A.

Sampling Procedures

For this study, participants selected for interviewing and observation represented three school districts and three health and human service delivery districts in Florida. Full Service School sites and individual participants were selected through criterion-based or purposive sampling, defined by Patton (1980) as the deliberate selection of subjects or situations from which the researcher can learn the most. Purposive sampling allowed the researcher to select a sample that included representation from the various divisions and disciplines within the member agencies. These units included individuals, or stakeholders, closely related to the implementation and maintenance of the governance structures of Full Service Schools. Guba and Lincoln (1989) described stakeholders as groups at risk or the groups being evaluated or examined.

Site Selection

Three Full Service School sites were selected as representative of the Full Service Schools phenomenon from the 70 sites originally funded through the Full Service School Act (1990). The site selection criteria included

1. Sites met the operational definition of Full Service School with ongoing demonstration of education, health, and human service agencies providing service delivery on-site or at an easily accessible site.
2. Sites represented only one school district and one health and human service delivery area, so that comparisons and contrasts in different school districts and human service delivery regions could be explored.
3. Sites represented small, middle-sized, and larger counties.
4. Sites had three consecutive years of funding through the Full Service Schools Act (1990).

Permission to conduct research of the individual governing bodies of the Full Service Schools was obtained once the sites were selected. The counties are ordered by size with County A representing the small county, County B representing the middle-sized district, and County C representing the larger district. The sites are referred to as County A, County B, and County C to maintain the confidentiality of participants. Detailed descriptions of the three research sites and governing bodies are included in Chapter IV.

Participant Selection

After the three sites had been determined, individuals identified as contact or liaison persons by the Office of Interagency Affairs (Florida Department of Education) were contacted by telephone. Contact persons identified the procedures for approval to conduct research in the respective school districts. The school districts' approval to conduct research was secured from the appropriate district level personnel. The researcher scheduled site visits to confirm the appropriateness of site selections and obtained preliminary records for focused synthesis. Among the requested records was a list of previous and current members of the Full Service School sites' Oversight Committees (OSC) and meeting attendance records. The selection criteria for interviewing representatives from the member agencies included

1. Nomination from fellow committee members identifying the participant as currently or previously involved in the interorganizational relationship.
2. Only one representative from a member agency or division within that same agency.
3. Participant had demonstrated steady attendance to OSC meetings.

The interview selection process identified 12 participants from County A representing the community, education, physical and mental health, and social services. Fifteen participants from the OSC and the Full Service

School site's Planning Council were selected from County B representing education, mental health, and social services. Fifteen participants were identified from County C representing the community, education, physical and mental health, and social services.

Focused Synthesis

Focused synthesis, described by Doty (1982), is similar to traditional document analysis in that it involves the selected review of written material and existing research findings relevant to the particular research questions. However, unlike a traditional document analysis, focused synthesis allows for the inclusion of information obtained from diverse sources beyond published resources (Majchrzak, 1984).

After the research sites were selected, each site coordinator was contacted by mail in February, 1994 and was requested to compile the following documents for focused synthesis:

1. Agenda and minutes of previous Full Service School OSC meetings.
2. Listing of committee members and contact telephone numbers and addresses.
3. Organizational chart of the Full Service School site.
4. Copies of interagency agreements or contracts.
5. District memoranda related to Full Service Schools activities.

6. Any organizational planning prepared and/or implemented by the OSC.

Two large sources of data were from information gathered through the focused synthesis of pertinent information and the completed annual reports from the participating sites. The focused synthesis included an analysis of information gathered from the Office of Interagency Affairs, school district and agency memoranda, published and unpublished state agency documents, and included 86 hours of field work. The focused synthesis combined with stakeholder interviews, provided a narrative description of the historical development of the participating sites' governance structures. The aggregate data of the Full Service School sites annual reports were summarized and provided an additional perspective reflective of Van de Ven's (1976) structural dimensions framework.

Interviews

Interviewing has been defined as a method by which the analyst collects nonstandardized information from selected, key individuals who have specialized knowledge of an event or process (Evan, 1978). Interviewing is a particularly effective research method for this study because social and educational issues are abstractions based on the concrete experiences of people, and unique perspectives can be revealed in interviews that would not be disclosed through any other methodologies (Seidman, 1991). In this investigation, the researcher became a research

instrument primarily in the functions related to interviewing and field observations. Guba and Lincoln (1989) noted the following characteristics that uniquely qualified the researcher as an instrument of choice:

(a) responsiveness, (b) adaptability, (c) holistic emphasis, (d) knowledge base expansion, (e) processual immediacy, (f) opportunities for clarification and summarization, and (g) opportunity to explore atypical or idiosyncratic responses.

Interviewing is both a research method and a social relationship, the process must be "nurtured, sustained, and then ended gracefully" (Seidman, 1991, p. 72). Six years as a professional counselor and various positions within the human services field provided the researcher with the skills and abilities to appropriately interview participants for this study. Also, participation in qualitative studies and qualitative research courses at the University of Florida have strengthened the researcher's critical skills needed for the interview component of this research.

Interviews began with each sites' contact person identified by the Office of Interagency Affairs and the district level personnel responsible for the development of Full Service Schools. Data from interviews of key stakeholders addressed all research questions. Interview participation was confidential and voluntary. Each participant was made aware of the purpose and completed a written consent form prior to being interviewed. A copy of the informed consent form can be found in Appendix B. A total of 42

participants were interviewed during February, March and April, 1994 involving 30 hours of field work. Interviews lasted from 17 to 83 minutes.

Each participant was interviewed by this investigator using the interview protocol developed for this study. A modified interview protocol was developed for members of the Planning Council from the Full Service School site of County B. Drafts of the interview guides were reviewed by University of Florida faculty and colleagues with previous experience in designing similar interview guides. A copy of the interview protocols are included in Appendix C. The interview questions were identified, but their sequence may have changed and question probes were used during the actual interview to allow for a relaxed, conversational style. All participants were asked permission to audio-tape prior to interviewing with no participant denying permission. Interviews were recorded by audio cassette and transcribed onto computer disk for subsequent data analysis. Written notes during interviews were kept to a minimum, as note-taking can become a distraction.

Observations

Bryman (1989) characterized site-based observations as a critical element of the initial phases of data collection in a qualitative investigation. Marshall and Rossman (1989) characterized observational methods as a "systematic description of events, behaviors, and artifacts in the social setting chosen for study" (p.79). Moreover through observation, a

researcher learns about the behaviors of a population and the meanings attached to those behaviors. An assumption is made that behavior is purposive and expressive of deeper values and beliefs.

Observation is commonly regarded as a critical element of the early stages of data collection (Rogers & Whetten, 1982). In this study, observation of participants included, but was not limited to recording nonverbal and unsolicited verbal cues, and collecting unobtrusive data on participant's behaviors, rather than asking them to recall and report on previous behaviors. Observations from OSC meetings, sub-committee work groups, or County B's Planning Council meetings were used as question probes in participants' interviews. In this study, the researcher observed four OSC meetings, two sub-committee meetings, and one Planning Council meeting in approximately 18 hours of field work. Participant-initiated encounters occurred in an additional four hours of field work before and after meetings that allowed participants to introduce new topics or to elaborate on issues discussed in the interviews. Further details on field observations are found in Chapter IV.

Data Analysis

In qualitative research and interorganizational analysis, data analysis is not reserved till the end of an investigation. Analysis of data continues through the data collection process and brings order, structure, and meaning to the mass of collected data (Marshall & Rossman, 1989). In this case

study, data were categorized, sorted, and evaluated in light of the development, complexity, centrality, and formality of the interorganizational governance entities. Data collected from the focused synthesis of pertinent resource information, participants' interviews, and observations were entered and coded through Info Select (Micro Logic Corporation, 1990), a text-sorting computer software program used for data reduction and organizing and identifying recurring themes and patterns.

Validity and Reliability

The validity and reliability of a study are critical to the soundness and strength of a research design (Marshall & Rossman, 1989; Patton, 1980). However, because of what Kirk and Miller (1986) suggested as an emerging shift in qualitative inquiry, and supported by Marshall and Rossman (1989), this researcher will use the terminology and constructs advanced by Lincoln and Guba (1985), to describe the validity and reliability of this investigation. While acknowledging the traditional assumptions of the qualitative paradigm, Lincoln and Guba (1985) offered alternative constructs that more accurately reflect the conventional tenets of validity and reliability for qualitative inquiry. These analogous constructs are credibility and dependability, respectively.

Research techniques demonstrating the credibility of this study are triangulation and member checks (Lincoln & Guba, 1985). Equivalent to internal validity, credibility is increased by these techniques designed to

enhance the truthfulness of the findings. First, this study used triangulation in data collection methods and sources. Mathison (1988) encouraged triangulation, the use of multiple or different sources or methods, as another technique of improving the probability that the findings and interpretations will be found credible. Like Miles and Huberman (1984), Finch (1986) suggested triangulation as one way to overcome the perceived weaknesses associated with qualitative research. Secondly, Lincoln and Guba (1985) defined member checking as the formal and informal process whereby data, analytic categories, interpretations, and conclusions are tested with members of the stakeholder groups from whom the data were originally collected. The researchers also suggested the member checking technique as perhaps the most crucial for establishing research credibility.

Dependability, paralleled with the conventional criterion of reliability, describes the stability of the data over time. Guba and Lincoln (1989) argued that dependability excludes changes that occur because of obvious methodological decisions by the researcher or because of maturing reconstructions (p. 242). Additionally, methodological changes and shifts in direction are often products of a grounded design and successful inquiry.

Lincoln and Guba (1985) suggested the reflexive journal as a method of documenting the data collection process and the product of method decisions, as well as providing information on the human instrument. The reflexive journal includes (a) the daily schedule and logistics of the study;

(b) a personal diary providing catharsis and reflection of the study's development in terms of the researcher's own values and interests; and (c) a log that records methodological decisions and accompanying rationales. For this study the researcher completed written notes during and after meetings and participants' interviews. These notes were later expanded and added to the reflexive journal which was maintained on computer disk during the data collection process.

Investigator Bias and Ethical Issues

Investigator biases are common threats to a study's trustworthiness (Lincoln & Guba, 1985). Mayer and Greenwood (1980) pointed out that researchers often discover a subtle pressure to ignore evidence of program failures or even to suppress negative results from conflicting stakeholders that could lead to an investigator bias. However, certain techniques that will be employed in this study will provide useful checks and balances to discourage researcher biases. These methods include member checks, debriefings by peers, triangulation of multiple methods and multiple sources of data, extended engagement, and a reflexive journal (Guba & Lincoln, 1989; Mathison, 1988).

Ethical standards in research are a high ideal and ultimately the responsibility of the researcher (Klein & Eason, 1991). Marshall and Rossman (1989) offered several preventive measures to unethical practices. These included protecting the confidentiality of participants, fulfilling any

agreements made with participants during the research, and openly and honestly reporting the findings. Mayer and Greenwood (1980) argued that ultimately the ethical value of qualitative research will depend on the researcher's sensitivity brought to the study and willingness to accept the responsibility for personal decisions in the face of criticisms.

Chapter Summary

This chapter has described and outlined the methodology employed in this study. Primary sources for data collection were received from a focused synthesis of pertinent information, structured interviewing of key informants, and field observations of interorganizational committee meetings. Collectively, data was organized, coded and categorized, and applied to the research questions. Conclusions drawn from the data analysis are discussed in Chapter IV. Results and research recommendations are discussed and evaluated in Chapter V.

CHAPTER IV RESULTS

Introduction

The purpose of this study was to examine the development and interorganizational relationships of the governance structures of Florida's Full Service Schools using selected characteristics of Van de Ven's (1976) conceptual framework of interorganizational relationships. The primary sources of data were collected through observations, semi-structured interviews, and a focused synthesis of relevant records culminating in approximately 138 hours of field work. Participants were observed in seven interorganizational meetings occurring between February and May 1994. Sixty-three individual items were collected from the participating committees, school and health and human service districts, and state offices for review and focused synthesis. Interviews were conducted with 42 selected participants between February 1994 and April 1994.

In this study the governance structures of three Full Service Schools in three separate school districts and human and health service delivery areas were examined using a multiple-case study design. The sites were chosen through purposive sampling using selective criteria that required the site to meet the operational definition of a Full Service School; allowed for

only one site per school district and human service delivery area which prohibited the overlap of service delivery areas; received Full Service Schools grant funding for three consecutive years; and represented small, middle-sized, and large school districts. These criteria were determined to provide an overall representation of the Full Service Schools phenomenon in Florida. Interorganizational analysis literature and Van de Ven's (1976) concepts of interorganizational relationships provided the framework for this study. The following research questions guided the data collection for this descriptive investigation:

1. How have the governance structures of the Full Service School sites developed?
2. How are the Full Service School sites administratively operated?
3. How have the member agencies procedurally formalized their interactions?
4. How has the member agencies' integration of the interorganizational governance structures affected the individual agencies?

This chapter contains four sections. The first section is a review of the research methods and an overview of the three Full Service School sites used in the study. Description of the individual governing structures and their historical development is detailed in section two. Discussion of the interorganizational relationships of the participating members as they relate to Van de Ven's (1976) conceptual framework is found in section three.

Finally, the three case studies of the individual governing structures are summarized in section four.

Overview of the Research Methods and Case Study Sites

This section contains a review of the research methods used in this study, a detailed description of the three Full Service School sites, and demographics of each of the sites' governing structures.

Research Methods

The sites were selected through purposive sampling of all originally funded Full Service Schools that meet the following criteria:

1. Sites met the operational definition of Full Service School with ongoing demonstration of education, health, and human service agencies providing service delivery on-site or at an easily accessible site.
2. Sites represented only one school district and one health and human service delivery area.
3. Sites represented small, middle-sized, and larger counties so that comparisons and contrasts in different school districts and human service delivery regions could be explored.
4. Sites maintained three consecutive years of funding through the Full Service Schools Act (1990).

In this study the researcher identified the original 32 school district grant recipients from the 1991-1992 school year through the Office of Interagency Affairs of the Florida Department of Education (FDOE). Potential

sites were eliminated as criteria were applied to each school district until there was a representation of a small, middle-sized and large school district. School district size refers to descriptive terms used by the FDOE and determined by student population. Once the three school districts were identified, the researcher telephoned the contact person identified in each district by the Office of Interagency Affairs and discussed the purpose and the selection criteria of the study. Permission to conduct research was obtained in each of the three school districts.

Using observations, interviews, and a focused synthesis of collected records, case study data were collected in approximately 138 hours of field work. Seven observations of Full Service School interorganizational meetings took place between February and May 1994. One Full Service Schools Oversight Committee (OSC) and one subcommittee meeting of participating agency representatives were observed in County A. In County B, one Full Service School site Planning Council meeting was observed, while three Full Service Schools OSC meetings and one subcommittee meeting were observed in County C.

Forty-two participants were interviewed between February and May 1994 in 30 hours of field work. Characteristics of participants interviewed are described by county in Appendix D. An interview protocol was used to encourage the participants to share their perspectives and provide information, while allowing the researcher to ask follow-up questions.

Consistencies in participants' statements between meetings and documents were noted. Observations of committee meetings and a preliminary review of records were the sources for probes that were used during interviews. During the initial stages of interviewing and unlike the other sample counties, County B was found to have a dual governing structure that was worthy of further investigation. In addition to the 10 participants interviewed as previous or current OSC members from County B, five participants of the Full Service School site's Planning Council were interviewed using a modified interview protocol. A copy of both interview guides used are located in Appendix C. All interviews were recorded on audio tape and later transcribed. Interviews ranged from 17 to 83 minutes.

Following observations and interviews, written notes and audio tapes were reviewed and transcribed and impressions were recorded daily in the researcher's reflexive journal. Analysis of collected data consisted of organizing and categorical coding of transcript content, observations, and records used in the focused synthesis. An initial group of 33 codes were developed to describe the emerging themes and content categories from the collected data sets. This original set of codes was evaluated by graduate research faculty at the University of Florida and colleagues with experience in qualitative research. After preliminary coding and tagging of all observations, interviews, and focused synthesis of records, each transcript was re-coded by adding, combining, or re-categorizing previously coded text

and records, resulting in 34 codes that assisted with the identification of themes and sub-themes emerging from the collected data. A list of the final codes are found in Appendix E. The computer program Info Select (Micro Logic Corp., 1989) was used to sort data, code, and generate code-specific reports.

The Full Service School Sites

Data collection occurred in three Florida school districts and human service delivery areas. The districts representing small, middle-sized, and large school districts varied on demographics. Only one Full Service School site was selected in each district.

County A. County A is primarily a rural county with 80 percent of the county's roads unpaved. It is a county of approximately 20,000 residents with a student population of 4,323 enrolled in pre-kindergarten through 12th grade (Florida Center for Children and Youth, 1993). The Full Service School site chosen in this district is located at an intermediate school in the largest of the communities in this county. Receiving Public Education Capitol Outlay (PECO) funds in 1992 to construct a permanent building, the Full Service School OSC selected the intermediate school as the site of the collaborative initiative fashioned after the family services center model to provide families and community members a "one-stop-shop" location to receive educational and human services. The building is located adjacent to the existing school building and the design plans were drawn up with the

assistance of a multi-agency subcommittee of the OSC. Advertised as a "masterpiece of shared space," the new building provided the co-location of the following services for families:

1. Family literacy programs targeted for parents and their children for learning activities. Classes include adult basic education, GED preparation, and parenting education classes.
2. Community education and cooperative extension classes designed to provide adult and youth educational and recreational opportunities.
3. Evaluation and support services for at-risk children from birth to age 3 and their families provided by Florida's First Start program.
4. Extended day enrichment programs are designed for students in grades 4 through 6 to provide before and after school educational opportunities.
5. Mental health and substance abuse counseling and education provided by community and private counseling agencies.
6. Primary health care services in cooperation with the public health unit.
7. Social and economic support services provided by state agencies and local charitable organizations.
8. Legal aid services to eligible adults.

With a tremendous focus on shared resources, the mission statement of the Full Service school site builds upon the theme:

A common vision of Sharing Together Available Resources (Project STAR): Meeting the needs of all children, youth, and families of County A by "connecting" them with available resources.

County B. There is only one Full Service School site in County B.

This district represents the middle-sized school districts with a student population of 27,500 out of approximately 190,000 county residents (Florida Center for Children and Youth, 1993). Using a family services center model, this site merged several funding sources to provide services to families that included

1. Early childhood education programs for children from birth to age 5, provided through Florida's First Start, and federally funded programs Even Start and Head Start.
2. Mental health counselling provided through contracted services with the local community mental health agency.
3. Adult education programs including adult basic education and GED preparation classes.
4. Parenting classes designed to address the concerns of raising a healthy child.
5. Economic and social services provided primarily through the Florida Department of Health and Rehabilitative Services and by referral process to local community agencies.

6. Primary health care services developed by the College of Nursing and Medical School of the local university and supervised by the local public health unit.

7. Toy and book lending library to encourage parents to interact and support educational development at home.

8. Vocational and social skills training designed to enhance the employability of the adults in the work place.

9. Home Day Care Enhancement program developed to train private home day care providers in child development activities.

All services are delivered or administrated in one of seven portable buildings situated between an elementary and middle school on property leased from the city. The vision shared by the Full Service School site staff is denoted in the mission statement:

The mission of the Full Service School site of County B is to support the empowerment of families as they move towards self-sufficiency by providing, through community collaboration, a continuum of health, social, vocational and educational services in a family-focused environment.

Although the county has one permanent Full Service School site, funding was allocated to provide family-school liaisons outposted from the Full Service School site to the county's elementary schools. The role of a family-school liaison is similar to the role of a school social worker.

County C. While Counties A and B have focused on a family services center model, County C approached the Full Service Schools initiative in a

different way. In 1991, when the Florida Legislature collapsed funding of school volunteer programs, Interagency Student Services grants, teen parent programs, extended day enrichment programs, and drop-out prevention programs, County C essentially rolled-in Full Service School grant funding to existing programs without creating any new or collaborative programs. In a county with more than 375,700 citizens and a school population of approximately 51,000 students (Florida Center for Children and Youth, 1993), County C currently has five programs supported by Full Service School grant funding. These programs include: the Interagency Student Services Project; an extended day program in cooperation with the Police Athletic League; Teen Parent Program East and West; Truancy Intervention Centers, and; a school volunteers program. While all five programs received funding through the Full Service School grant, for the purpose of this study the Teen Parent Program East was determined to most closely meet the operational definition of a Full Service School.

The Full Service School site served 54 teen parents and 32 babies during the spring of 1993. While the young mothers attended classes in a renovated old school building, child care was provided in an adjacent prefabricated building designed to meet state licensure specifications. In addition to the required educational programs of the local school district, integrated services provided by participating agencies on site included

1. Parenting education, prenatal health care, and Lamaze classes provided by the local public health unit and the community hospital.
2. School volunteers provided through the Volunteers in Schools program and local civic organizations.
3. Referral and follow-up services for state and federal economic and social support services such as the Women and Infants and Children (WIC) program and the Aid to Families with Dependent Children (AFDC) program.

As a regular school site within the school district, the Teen Parent site adopted a mission statement in the Spring of 1993, which read:

All at the Full Service School site are committed to coordinating services so that students and their children can manage today and prepare for tomorrow.

The Oversight Committees

The original grant request application of 1991 from County A made no mention of an Oversight Committee (OSC) nor other governing structure. However, in County A's 1992 grant application the OSC was introduced and the key functions of the group were described in broad terms as "providing general direction and support of the Full Service Schools activities" and "provide input into the evaluation of the overall project." OSC membership was limited to individuals making contributions to the Full Service Schools project and service consumer representatives.

Counties B and C's 1991 grant applications for Full Service School funds described the composition and key functions of their respective Full

Service Schools OSC. Grant writers for County B indicated in the original application that an OSC would be "established to monitor the project's status and make recommendations for changes" and hold monthly meetings. According to the grant, the OSC would be comprised of the principals (or their designees) from the three elementary schools that prepared students for the adjacent middle school, the principal or site coordinator of the Full Service School site, a representative of the Department of Health and Rehabilitative Services (DHRS), and a representative of the families.

County C's 1991 grant request application characterized the OSC as "a working organization of stakeholders" to meet monthly and included representation from the local school board, DHRS, the Private Industry Council, the local community college, the police and sheriff's departments, the community housing authority, the public health department, the Florida Diagnostic and Learning Resource System, the local public hospital, local businesses, private community human service agencies, and private citizens. The grant also stipulated that other members would be added and that the committee would meet monthly.

Historical Development of the Oversight Committees

The origin of each of the counties OSC began from the school districts taking the lead in the development of the Full Service School initiative. Interest, or concern over the collapsed funding for categorically funded programs, in developing interorganizational collaborative programs

that served the needs of students and their families provided the incentive for applying for the available funding. One of the consistent similarities among the counties is that a multi-agency council or children's advocacy group existed prior to the initiation of the Full Service Schools OSC.

County A. For County A, the Children's Multi-agency Council was critical to the growth of the Full Service School initiative. School district personnel initially solicited support and input from community and agency representatives through the Children's Multi-agency Council. One participant stated that the driving force of the OSC came from individuals already involved in the multi-agency council. She said:

The four of us who were intimately involved in the nitty gritty in the beginning had come from that agency or that coalition, so there was a sort of blending or pulling from that group. There were very few people involved in any of the meetings that I was at that were not also on the multi-agency council.

Another participant in County A reflected that had the Children's Multi-agency Council not bought "in to it [Full Service Schools initiative] from the beginning, I don't believe the project would have flown." The OSC is comprised of professionals from the disciplines of education, physical health, mental health, social work, and community representatives. A widely diverse group that began meeting quarterly in March 1992 has been meeting more frequently in recent months since the PECO award for funding of the construction of a permanent building.

County B. In the mid-1980s, a grass-roots coalition in County B attempted a community initiative designed similar to the family services center model open to all families in the district. The Family Resource Center operated for three years on seed money donated by a local civic organization, but closed because of no long-term funding sources. The Family Resource Center was afforded an additional year of operation through the legislative maneuvering of a local legislator and continuing funds were placed in the budget of the local health and human services district administrator. Unfortunately, personality conflicts among key players, described by one participant as "mixing oil and water," contributed to the failure of any substantial reemergence of an interorganizational collaborative program. Community support for interagency programs resurfaced when dialog between the district school superintendent and the health and human service district administrator directed the focus on the shared agency goals of meeting the multiple needs of children and families in poverty. In 1990, the district received a \$100,000 Interagency Student Services grant from the FDOE that was targeted at the middle school adjacent to the current Full Service School site location. The grant provided salaries for staff and funded the leasing of three portable buildings at the current site. The next year the district applied and received increased funding through the Full Service Schools grant application process.

Remaining true to the original grant application, County B's OSC is not diversely representative of the agencies that provide on-site services.

Contrary to the literature on developing an effective interorganizational governing structure for Full Service Schools (Behrman, 1991; Center for the Study of Social Policy, 1991; Kadel, 1992), the original OSC of County B was comprised primarily of school board employees and two agency representatives from community education and social services. The two outside representatives did not hold membership on the committee the following year, and the site had a new site coordinator in the primary administrative position. The subsequent OSC included school guidance counselors from the three elementary schools and the middle school that were targeted and connected to the grant funding, school district level program supervisors, an elementary school principal, and a parent educator. The only non-school employee member was a mental health program director from a community mental health agency.

Participants reported that OSC meetings of County B were both informal and infrequent. Several participants corroborated that the OSC meets biannually or as needed; however, the only documented data collected was the agenda and minutes from the first OSC meeting in 1992. One participant intimated during her interview that she was surprisingly unaware of her membership on the OSC or having ever attended a scheduled meeting. This emerging conflict surfaced early while researching the OSC of

County B's Full Service School initiative. Early participant interviews identified a stronger governance structure, called the Planning Council, at County B's Full Service School site. The Planning Council was comprised of representatives directly involved with the various components or programs actively providing on-site services. Initiated at the beginning of the current site coordinator's tenure with eight members, the Planning Council started meeting monthly and has subsequently reduced meetings to quarterly. One participant described that the Planning Council's primary purpose was that of gaining focus and "to just develop a large picture of what we are doing." The Planning Council was reported to also have a strong impact on the day-to-day functioning and activities of the site through moderated pooled-decision making among the component representatives and the site coordinator.

County C. County C's OSC was originally drawn together from the school district's need to comply with the grant requirement of a monthly meeting to monitor the programs funded through the Full Service School Act (1990). OSC members attending the June 1992 meeting identified professional and community members that should be invited to attend and join the efforts of integrated services in their district. The early stages of development of the OSC primarily involved school board employees and representatives of the existing programs funded under the Full Service Schools grant. During the first recorded meeting, several agencies were

suggested for potential membership. Contact persons were identified and invitations were mailed requesting attendance or representation at the next scheduled meeting.

Many of the members attending subsequent meetings were members of other community interagency councils, including the Constituency for Children, the Children's Services Council, and the Pre-K Interagency Council of County C. As an appointed county board, the Children's Services Council provides input on the funding of children's services to county commissioners. The Constituency for Children performs an advocacy role in the forum of children's services in County C. The Pre-K Interagency Council is a federally mandated collaborative group that was established approximately four or five years ago to assist families with the needs of children from birth to five years of age. Although there is an overlap between the various groups and the Full Service Schools OSC, the community-based councils were more frequently mentioned by non-school board employees.

Even though OSC membership was by invitation only, the group has grown to 40 members, which is the largest of the three OSC in this study. Meetings occur in the Chamber of Commerce conference room, but holding meetings in a neutral environment has not eliminated issues of "turfism." Several participants suggested that the school board was perceived as owners of the Full Service School projects and that the overall initiative had

suffered until recently when a new commitment from participants resulted in the development of a mission statement and strategic planning for future activities.

Interorganizational Relationships

Data were collected in all three counties through participant interviews, observation of meetings, and a synthesis of relevant records. The three primary characteristics used to analyze the data were drawn from Van de Ven's (1976) theory of interorganizational relationships. The structural domains of formalization, centralization, and complexity were used as a framework to describe the interactions of the participating agencies of the individual OSC in this study.

Formalization

Formalization, described by Van de Ven and Ferry (1980), referred to the degree to which rules, policies, and procedures governed an interorganizational agreement as well as the contacts of agency representatives. Formalization increases on a continuum from verbalized to written. For the three OSC investigated in this study, formalization was at varying stages for each county.

County A. County A, representative of small school districts, demonstrated a highly formalized level of interorganizational interaction. The OSC of County A established entrance criteria for individuals, agencies, or organizations interested in providing services at the Full Service School site.

The entrance application was developed by an interagency work group comprised of OSC members representing different disciplines and agencies. The application identified the agency by name, address, telephone, and contact person. Applicants were required to include a brief description of the agency and list the agency director or board of directors and any licensure or accreditation. Potential service providers described the services to be provided, by whom, the targeted clientele, and the funding source for the services. Additionally, the agency was asked to describe how participation at the Full Service School site would meet the needs of children and families in County A.

The completed application and any supporting documents would be presented to the OSC membership at the next meeting and voted on an approval or denial basis. Once accepted by the OSC membership, the agency representative and the Full Service School site coordinator would discuss the details of a written interagency agreement. The protocol for the interagency agreement was also developed by an interagency work group of OSC members and reviewed by their respective legal counsels, and the finished document was approved by the full OSC. The completed interagency agreement detailed respective agency expectations, responsibilities, services, confidentiality issues, liability issues, publicity approval, renegotiation and termination clauses, retention of records, and a provision for annual review. The completed interagency agreement would

then be brought before the local school board for final approval. These two primary mechanisms developed by County A's OSC demonstrated the significant degree of formal interactions between participating agencies.

County B. Unlike the formal mechanisms developed in County A, County B was found to have no written interagency agreements for the provision of on-site service by participating agencies, with the exception of two paid contracts for mental health counseling services and a registered nurse practitioner. One long-time school board employee described the situation as unique, and probably it works because "you can make it happen if you are willing to take a risk." With no established recourse for resolving problems or renegotiating practices, County B's Full Service School site has relied on informal verbal communication to address any interorganizational concerns or issues.

County C. The OSC of County C was described in participants' interviews and demonstrated in observed meetings and recorded minutes as an informal forum of information sharing between participating agencies' representatives. One participant, whose attendance had recently declined, said of past OSC meetings:

I think the first meeting they were planning, and then about the time I started they were meeting because they have to meet according to the terms of the grant. They have to all get together every month. Now what do we do? We have these programs, why are we really meeting? People were dreading going to the meetings. We don't need to meet on these programs anymore. It's nice to get updates every so often, but I know about them. We are going over the same thing every

time. Hopefully, they'll start on some things and it will get interesting again.

The formalization of interorganizational interactions between agency representatives is limited to the contracted nursing services provided at the Full Service School site in County C, although school volunteers providing services through the childcare component of the site are requested to register through the district volunteer office to maintain records of volunteer hours and reduce liability issues. All other interactions between the Full Service School site and participating agencies were determined to be informal and often given via the telephone, resulting in a verbal or written referral for services.

Centralization

Centralization refers to the locus of decision-making within a group. Warren (1974) observed that initially the structure of pooled decision-making is customarily very weak, with a minimum of authority. Later, as it takes on the characteristics of a formal organization, collective decision-making becomes increasingly relevant. One then can measure centralization as the perceived degree of influence of agency representatives in making decisions that are binding upon the participating agencies. Data were collected on two levels for each county: decision-making within the OSC and at the Full Service School site.

County A. Decision-making of the OSC demonstrated in County A resembled a highly centralized organization supporting and carrying out the

resolutions of the group. When participants were asked to identify what major decisions the OSC had made, most respondents referred to the admission criteria, the approval of the interagency agreements, and the agreement to submit an application for PECO funding to construct the building. Each participant reported that they felt as though they could voice an opinion and be heard by the group. Many participants have worked on OSC subcommittees focusing on the tasks of building design, developing entrance criteria, or creating an interagency agreement template.

While the OSC as a group moves toward collective decision-making, the decisions affecting the day-to-day functioning of Full Service School site remains in control of the district program administrator and the principal of adjacent intermediate school. Even though the Full Service School site is described as an intermediate school with a family services center, the two are connected only by sidewalks and property lines. The issues of administration and supervision have yet to be worked out and policies established. The principal, when interviewed, indicated that he felt confident that the Full Service School site was in the best interest of the future of the school. He revealed that the school site has incorporated the family service center into the school improvement plan developed to meet the prescribed goals of Florida's future in education outlined in Blueprint 2000 (Florida Commission on Education and Reform Accountability, 1992).

County B. OSC members of County B when interviewed found it difficult to identify any major decisions made by the OSC. One participant offered a reason:

It is very, very difficult to get them all together at one time. So often we have a meeting with three or four people. So it is a problem. They have been available to us as we prepare different reports for submission to Tallahassee. They are available on an individual basis, but it is real hard to pull them together at one time.

Authentic decision-making affecting the overall relationships between participating agencies of the Full Service School site rests primarily with three individuals: the site coordinator and two district-level program supervisors. Programmatic decision-making affecting the day-to-day functioning of the Full Service School site is provided by the site coordinator in conjunction with the site's Planning Council. Representatives of the various components of the service areas provide input, direction, and establish goals for the site. One participant vividly described the planning council as "the cement that keeps it [the site] together:"

Occasionally, cracks get in the foundation when you work with other people, and I see the Planning Council as an instrument through which we apply more grout, cement, paint surfaces that get scratched, and those kinds of things to keep the thing together. It's just kind of like the infrastructure of the way the personnel operate. It definitely has a purpose.

Although not indicative of collective decision-making with final decisions being made by the site coordinator, all members of the site's Planning

Council expressed that input is solicited and perceived to be appreciated by the site coordinator.

County C. By the majority of the participants interviewed and documents reviewed, County C's OSC was described as an information-sharing mechanism and therefore was limited in affecting the activities of the participating agencies. When asked to identify any major decisions made by the OSC, participants interviewed in County C mentioned funding reapplication, PECO funding application, and site selection for a future full service school site. Although most participants referred to decisions related to grant application activities, the more significant example of pooled decision-making was laden with community politics. Many participants recounted a specific incident when the selection of a future Full Service School site by the OSC was later changed with little explanation by political maneuvering of the county commission.

Programmatic decisions at the Full Service School site of County C are handled by the site administrator with input solicited from the instructors and staff of the Full Service School site. Increased shared decision-making between staff and students was identified as a goal for the site in the 1993-1994 School Improvement Plan for the Full Service School site.

Complexity

The structural complexity of an interorganizational relationship refers to the number of distinguishable elements that must be integrated in order

for the interorganizational relationship to function as a unit. The indicators include the number of organizations, issues, or tasks on which the relationships are based. Also, the relationships become more complex as the number of different projects, activities, and problems taken on by the interorganizational relationships increase (Aiken & Hage, 1978).

The family services center model utilized at the Full Service School sites of Counties A and B is essentially a complex design of integrated services. Both sites adapted the "one-stop-shop" model of co-located human, health, and education services under one roof. One participant described the Full Service Schools initiative in County B as "organized chaos." The complexity of the interorganizational relationships experienced in the OSC in this investigation ranges from extremely complex in County A to moderately complex in County C and slightly complex in County B.

County A. The complex structure of interorganizational relationships observed and experienced in County A are indicative and interdependent of the formalization and centralization demonstrated by this county's OSC of the Full Service Schools initiative. This small county has forged an OSC that is representative of the community and its needs. Active participation from member agencies was solicited from the beginning, and collaborative efforts in planning and the future of the Full Service School site were visualized. With a minimum of 12 agencies providing services on site, the Full Service School site is an attempt to meet the diverse needs of the local community

by weaving the fabric of a new system of service delivery. An example of this new system emerged when one of the County A OSC members described her position as Full Services Schools Coordinator for the health and human service delivery area which encompasses County A. The job description indicated that this uniquely created position required the coordinator to be "responsible for coordinating HRS programs and other identified services to assist in the implementation of full service schools throughout the district. Will work with other agencies and communities in the development of this project. Attends and participates in meetings, conferences, and other related activities." One participant added that bringing together such a variety of agencies that have had a history of working alone was somewhat of a challenge. She cited:

One specific example is with the Health Department. The Health Department was always pretty much known as a department for doing their own thing. They didn't want anyone to come in or it was a very territorial thing and the fact that we [the School Board] had Participant A2, and Participant A2 did work at the Health Department. She already had a relationship established with some of those people at the Health Department. She convinced them, showed them that what we were doing here and what they were doing that there could be a combination of services that would benefit families.

One critical factor evidenced in County A that facilitated the combining of agencies was the leadership offered by the project coordinators. The leadership style of the project coordinators was described by participants as "easygoing and flexible." One participant commented:

They have been a leader and a guide, but not taken control. They have been able to lead people without controlling. They have allowed individuals to have input, ideas, and suggestions.

One of the participants noted that communication between agencies and representatives was critical as relationships became more complex. This observation was most evident in this small county where many of the members attended the same churches and children attended the same schools or were involved in the same civic organizations. Minutes of the meetings were mailed to each OSC member after each meeting and telephone contacts were frequent and informal, but many of the participants noted that they see or hear information outside of the office. One social work professional reported:

Well, I do receive information in the mail, or I have just run into Participant A1 in the store. It's like this has been decided, or you know, it's full steam ahead. You know, it is very informal.

County B. County B's OSC structure was found to be much less complex than those of Counties A or C. Since County B's OSC was identified by participants as functionally ineffectual because of infrequently scheduled meetings, lack of representation of community, health, and social services, and limited decision-making authority, the complexity of County B Full Service School site's Planning Council was assessed for the study.

Representative of the primary components of service delivery areas housed at the Full Service School site, the Planning Council has in the past two years assumed a pivotal role in providing direction and defining the

focus of County B's Full Service School site. Component leaders, who are responsible for the various grant funded activities at the site, provide input, coordinate scheduling for center activities and staff, and suggest programmatic modifications in concert with the site coordinator. Combining program areas, increasing program hours, or adding new areas were identified as major decisions initiated by the Planning Council. One participant recalled:

Folding all of the early childhood programs in to the early childhood component was a big decision. It was a domino effect. We had to deal with staffing, budgeting, and I know that the budget funds were looked at a different way. I think some of my salary which had normally all come from one grant started coming from other grants. That was one. Another one was the expansion of the Adult Ed program from a half-day program to a full-day program, which of course brought the expansion of the early childhood program to fit that. The addition of the other programs. The social-vocational component has been added. All largely as a result of the Planning Council.

The Planning Council participants who were interviewed reported that decisions were communicated to the entire staff by written memorandum from the site coordinator or verbally in monthly staff meetings. One participant added that she provided the site coordinator written communication of any concerns or issues about which she felt the site coordinator should be made aware and which demonstrated the reciprocity of communication structures in play at County B's Full Service School site.

County C. While the diverse representation of County C's Full Service School OSC was evidenced in the agency representation, the recent shift in

direction has made it difficult to fully assess the complexity of the organizational structure. The OSC of this larger county has begun to engage in shared tasks and vision among the participating agencies to create a more complicated organizational structure. Originally brought together to meet compliance requirements of the Full Service Schools grant, the OSC floundered without leadership and direction. Many participants did not fault the current leaders, but found the goals and objectives of the OSC not clearly defined. Participants charged the passive leadership to three primary situations which included

1. Individuals were placed in leadership roles who were too involved with other projects to commit the necessary time to the Full Service Schools initiative.
2. The responsibility was handed to leaders with not enough knowledge of the field.
3. Poor initial planning delayed the development of true interorganizational collaboration.

Recent changes observed during the research period indicated a tremendous shift of empowerment among OSC members. Participants' frustration became a catalyst for an emergence of new leadership among committee members. Individuals from the school system and community agencies have assumed various leadership roles through subcommittees addressing the tasks of membership, setting goals and objectives congruent

with community mapping, Full Service School site monitoring, developing collaborative resources, program evaluation, and community education. Interest has increased in the future of Full Service Schools in County C among the OSC members and reportedly among school principals.

Communication of OSC meetings are provided through minutes of the meetings mailed to OSC members from the school board office responsible for the implementation and supervision of the Full Service School grant. At County C's Full Service School site, communication is provided both verbally and in writing to staff members from the site administrator.

Chapter Summary

The interorganizational relationships evidenced through formalization, centralization, and complexity are emerging at different stages of development of the Full Service Schools initiative in each county researched. In the small county, County A, the structural domain of formalization governing the family service center model is reflected in the prescribed mechanisms of interagency interaction through participating agency application and interagency agreements. Centralization of the OSC began as pooled decision-making under the auspices of the school board; however, during the research period members demonstrated more collective decision-making style. It was the perception of the participants that the leadership in County A guided and directed the development of the Full Service School OSC in the earlier stages, warranting members the authority to resolve

conflicts, problem solve, and strategically plan for the initiative. The goal of the OSC of County A was to create a "masterpiece of shared space." The complexity of the task of integrating services demonstrated in County A was extensive over a two year planning process. Work groups were established and assigned the tasks of developing admission criteria, creating an interagency agreement protocol, and designing the physical building with the assistance of the architect. These components added to the success and the development of the complex formal structure of the OSC found in County A.

With the OSC of County B determined ineffectual, an alternative governing structure was identified at the Full Service School site. Referred to as the site's Planning Council, this governing body represents the grant funded activities or component areas of service delivery at the Full Service School site. Initiated approximately two years ago, the Planning Council provides input and suggestions to the site coordinator and coordinates site activities. The site components are primarily regulated by the policies of the individual funding agents; however, resources have been blended and collaboration encouraged among service areas. During one Planning Council meeting the members were observed demonstrating pooled decision-making on the scheduling of summer activities. Coordinating the schedule of activities was necessary because of the various conflicts of the participating agencies and programs. Although the Planning Council is expected to

provide input and discussion on programmatic issues, the ultimate decisions of day-to-day functioning remains with the site coordinator. The complexity of the Full Service School site's Planning Council has increased as the services of the Full Service School site have multiplied. The development of the site as a cohesive unit with an early childhood and family focus has largely been the result of the site coordinator and the other members of the Planning Council.

The original informal structure of the OSC in County C has changed during this study. With a large membership of approximately 40 individuals, the OSC has a formidable task of redirecting the focus of individual programs to encourage a shared vision among agencies. Identified as an information-sharing collective, the OSC provided monitoring and evaluating services of the programs receiving the Full Service School grant funding. Meeting monthly to comply with grant requirements the Full Service School sites primarily functioned independent of the OSC, with the site coordinators reporting back to the OSC on site activities and budget concerns. Only one contracted agreement for nursing services was recorded at the Full Service School site in County C. Volunteer services were observed on site, but no written agreements were reviewed.

The complexity of the interorganizational relationships increased during the research period. Pooled decision-making was observed in the earlier OSC meetings. More recent OSC meetings demonstrated an

increased seriousness about the direction and goals of the committee with increased incidence of collective or shared decision-making in subcommittees. There was a decrease in the time committed to the existing programs and more focus on future planning efforts. Standing subcommittees were established with an expectation of participating members to meet together outside the regularly scheduled OSC meeting.

CHAPTER V DISCUSSION AND IMPLICATIONS

This chapter is divided into four sections. The first section provides an overview of the study. A comparative analysis applying the findings to the research questions is found in section two. Implications of research findings on future research is addressed in section three. Finally, section four offers recommendations and concludes the study.

Overview of the Study

The purpose of this study was to examine the interorganizational relationships of the governance structures of three Full Service School sites in separate school districts and health and human service delivery areas. Identified as Oversight Committees (OSC), each governance structure was investigated using the selected domains proposed by Van de Ven (1976). While researchers have explored the interorganizational relationships of agencies from similar disciplines (Bayer, 1985; Hord, 1980; Seppanen, 1990), no studies have examined the governance bodies of interagency efforts which combine or integrate multiple services and disciplines (Morrill, 1993).

In this study of the historical development and the structural domains of formalization, centralization, and complexity of the three OSC, a multiple-

case design was used. The data collected included observations, semi-structured interviews, and focused synthesis of relevant records and documents, culminating in approximately 138 hours of field work. Participants were observed in seven interorganizational meetings occurring between February and May 1994. Field notes from observations were transcribed and coded by category. Sixty-three items for review and focused synthesis were collected from the participating committees, agencies, and state offices. Interviews were conducted with 42 selected participants between February and April 1994. Copies of interview protocols are located in Appendix C. All interviews were audio recorded and transcribed. All data were entered into the computer software program Info Select (Micro Logic Corporation, 1990), which was designed to thematically order data and generate topic specific reports. A list of final codes used in this study are provided in Appendix D.

The following research questions guided the data collection for this descriptive investigation:

1. How have the governance structures of the Full Service School sites developed?
2. How are the Full Service School sites administratively operated?
3. How have the member agencies procedurally formalized their interactions?

4. How has the member agencies' integration of the interorganizational governance structures affected the individual agencies?

Application of Findings to Research Questions

Historical Development

In this study, the development of the OSC of Full Service School initiatives in three separate school districts and health and human service delivery areas in Florida was examined. Members of the individual OSC were interviewed and pertinent records were reviewed to assist in forming the unique history of each of the OSC. Although varying in resources and size, several similarities were noted among the OSC representing a small, middle-sized, and large county. Similarities included the committees' historical development and purpose.

Similarities. All three OSC emanated from the school board of each district primarily because funding was channeled from the Florida Department of Education (FDOE) to the school districts. Following the state educational agency's example, local education agencies assumed the leadership role in these multi-agency initiatives. These school-generated efforts were joined or supported by already existing grass-roots groups involved with the advocacy, case management, and delivery of children's services in the community. All participants interviewed found such community groups essential to the support and maintenance of the collaborative efforts. Participants in all three counties identified the primary

purposes of the OSC to be providing direction, monitoring, and evaluation of programs.

Differences. Dissimilarities in the development among the OSC were found in the selection of members, composition of membership, and frequency of meetings. Early OSC documents and participant interviews indicated that the selection process varied between the three OSC. The membership selection process restricted the composition of the individual OSC, and may have affected the involvement of agencies or organizations not represented. For example, Counties A and C originated with a core group of school board employees, and through a nomination process community and agency representatives were added.

In County B, the original grant application specifically called for an over-representation of school board employees among the OSC membership. Within this study, participants indicated that County B's OSC was essentially ineffectual and served to comply with the grant requirement of signing off on an annual program evaluation for the FDOE. The site's Planning Council was identified as an alternative to the OSC and as a more authentic governance structure representing the diverse program components and affecting the direction, activities, and development of the Full Service School site.

Formalization

The interactions of the participating agencies and their representatives impacted the administration of the respective Full Service School sites in various ways. Through the development of written interagency agreements, verbal agreements, OSC admission criteria, and contracted services, interactions of the three OSCs share similarities and differences.

Similarities. All three Full Service School sites administer contracted services between agencies represented on the respective OSC. These services included mental health counseling by a private provider on County A's OSC, mental health services from a community mental health provider on County B's OSC, and nursing services provided under contract by the health department and represented on County C's OSC. The provision of services were initiated prior to service providers attaining membership on the respective OSC. Participants and records indicated that because these individuals were involved in contracted services, they were selected for OSC membership.

Differences. Written interagency agreements were reviewed only from County A. No written interagency agreements were recorded which affected the administration of Counties B and C OSC or Full Service School sites.

OSC work groups developed the entrance application and written interagency agreements used by County A. These collaborative efforts

demonstrated a concerted effort as the committee established standardized mechanisms to support and maintain a high level of interorganizational collaboration at the OSC level and the Full Service School site. The primary means of interagency agreement in County B existed as a verbal agreement between a former school superintendent and the district administrator of the state health and human service agency. No written interagency agreements were recorded and participants confirmed that verbal arrangements were informal at the OSC and site level. Although a strong reliance of verbal agreements was not recommended in the literature (Blank & Lombardi, 1992; Bruner, 1991), the practice of verbal agreements has not deterred the continued development of County B's Full Service School site.

Although participants in County C were not concerned with written interagency agreements during the early stages of the development of the OSC and the Full Service School site, recent meetings and discussions indicated that committee members were focused on more formalized means of coordinating services at the site. By establishing standing subcommittees, members identified formal interactions between agencies as a priority. From contracted services and verbal agreements to more formalized interactions, County C's OSC has progressed toward a more organized structure as demonstrated in County A.

Centralization

Several researchers have agreed that shared decision-making is a critical component of interorganizational development and is essential to initiate and maintain effective and permanent interorganizational relationships (Goldman & Intriligator, 1990; Rogers & Whetten, 1982; Van de Ven & Ferry, 1980). Of the three Full Service School OSC and sites examined, only County A clearly demonstrated shared decision-making. Few similarities between OSC or sites were exposed during this study. The OSC of Counties A and C and the Planning Council of County B were found to be at varying stages of development and therefore affected the administration of the Full Service School sites in different ways.

County A. The OSC of County A demonstrated a highly organized structure which fostered a forum for shared decision-making among the participating agency representatives. OSC members voted on both membership and proposed interagency agreements prior to school board approval. At the Full Service School site, the principal and site coordinator stated that decisions affecting the school and site would be shared. Agency representatives reported that the OSC provided a forum to voice concerns and issues evolving from the site, but that problems would first be addressed with the site coordinator. Several participants regarded the familiarity of working in a small community as beneficial in the development and implementation of the Full Service Schools initiative. Having recurring

professional and personal interactions appeared to have also assisted in the development of the OSC of County A. Additionally, the communication between members was described as formal and informal, with a reliance on community relationships.

County B. Decision-making affecting the relationships between participating agencies and overall administration of B's Full Service School site rested primarily with three stakeholders: the site coordinator and two district-level program supervisors. Programmatic decision-making affecting the day-to-day functioning of the Full Service School site, on the other hand, was provided primarily by the site coordinator in conjunction with the site's Planning Council. Comprised of representatives of the various components of the service areas, the Planning Council engaged in pooled decision-making on site activities and programmatic matters. The Planning Council resembled what Kirst (1991) referred to as a step toward a systems-oriented change of how integrated services should be delivered for children and families.

County C. At the beginning of this study, the OSC of County C began transforming and progressed through the stages from informal information-sharing collective to the initial stages of an organized, goal-directed, governance structure exercising shared decision-making. Expanding beyond the required program monitoring and evaluation, the OSC forged a new direction supported by subcommittees and an empowered

membership. Accepting the authority to make decisions as a group, the OSC recently developed a mission statement and planned for future Full Service Schools related initiatives. The Full Service School site examined in County C resembled that of a traditional school with the site coordinator as the principal or lead administrator. A review of the data indicated no systems-oriented change as a result from the influence of the OSC or other interorganizational relationships.

Complexity

Interorganizational complexity refers to the number of distinguishable elements that must be integrated in order for the interorganizational relationship to function as a cohesive unit (Aiken & Hage, 1978; Van de Ven & Ferry, 1980). The integration of services and stakeholders' issues must be addressed in a developing complex structure. Palaiich, Whitney, and Paolino (1991) suggested that the more participants involved in a collaborative effort, the more complex the collaboration becomes. Similarities and differences were identified between the three sites and their respective OSC.

Similarities. The strongest similarities were found between Counties A and B because of the family services center model implemented at the respective Full Service School sites. Both sites provided multiple services co-located for children and families from multiple agencies representing different disciplines. The task of integrating the delivery of services in such

a fashion indicated complex interorganizational relationships; however, that was where the similarities ended and the differences began.

An examination of the OSC revealed that County A developed a strong interorganizational structure reflective of complex networks and systems. The complexity of the interorganizational relationships demonstrated in County A was strengthened by the leadership styles of the coordinators, the active participation of independent agencies, and the creation of a pivotal agency position assigned to develop and implement the Full Service Schools initiative. These facilitative factors provided an environment for County A to develop the governing structure currently in place.

Contrasting the functional OSC of County A, County B's Planning Council may have evolved because of the ineffectual OSC found in County B. The Full Service School site's Planning Council may be compensating for the lack of complex structure in the OSC, in addition to the low formalization and centralization of interorganizational relationships.

While County C exhibited degrees of low formalization, centralization, and complexity at the OSC level, the members of the OSC were observed changing from an information-sharing collective to a more complex organization displaying increased formal and centralized interactions between agencies and representatives.

Differences. Two primary differences identified between the participating OSC involved trust between participants and limited agency representation. DeStefano and Snaauwaert (1989) associated lack of trust among agency representatives and philosophical differences as barriers to effective interorganizational collaboration and Kadel (1992) argued that broad representation was necessary for developing a useful governing body.

Trust between top level administrators was critical in the early stages of development of the Full Service School site of County B. Trust remains vital to the continuation of integrated services because of the reliance on verbal agreements between agencies and the lack of agency and community representation on the OSC. Unlike the other counties, County B's OSC displayed a distinctive absence of broad community and service agency representation on the OSC.

Implications of Research Findings

A number of findings in this research have implications for research in the areas of interorganizational relationships and integrated services and more specifically in the development of interorganizational governance structures of Florida's Full Service Schools. The primary areas of interest are systems-oriented change, membership, and the definition of collaboration.

Systems-oriented Change

Redburn (1977) argued that true interorganizational collaboration needed for integrated services requires radical administrative and organizational changes between participating agencies. Kirst (1991) supported Redburn's (1977) assertion and added that implementing multi-agency initiatives, such as Florida's Full Service Schools Act (1990), requires a radical systems-oriented change; however, challenges exist to systems-oriented changes. Agranoff (1991) identified the following challenges to systems-oriented change: (a) designing more coherent public policies; (b) strategic planning and policy development; (c) operational planning, programming, and budgeting; and (d) collective decision-making.

In the small rural County A, the OSC addressed three of the four barriers to administrative changes indicated by Agranoff (1991). The OSC are working toward an elimination of barriers to change through the creation of a unique administrative position within the health and human service agency entitled the Full Service Schools Coordinator, extensive use of collaboratively designed interagency agreements and OSC membership applications, operational planning and programming with shared budgeting, and collective decision-making among agency representatives on the OSC.

Similar changes were found at the Full Service School site of the middle-sized County B and directly linked to the site's Planning Council. This unique administrative structure combined pooled budgeting and

decision-making between component leaders. After three years of grant funding, the larger County C floundered through complacency, but recently began the initial steps toward pooled decision-making and increased focus on written interagency agreements.

In summary, County A incorporated the facilitative factors necessary for radical systems-oriented change. Possible explanations include:

1. Smaller service delivery areas involved fewer critical key players.
2. Frequent personal and professional contacts enhanced cooperation and coordination among members.
3. Fewer administrative levels existed to facilitate change. OSC members were representative of authoritative positions.

OSC Membership

The selection of OSC membership is important to provide representation of the respective communities and leadership to the group. Broad community support and participation on governance boards implementing integrated services was advocated by Kadel (1992) and Blank and Lombardi (1992). County A's OSC demonstrated that having a broad representation of stakeholders and persons at levels of authority was vital to a productive governance body. Planners of County B's OSC overloaded the governing committee with school district employees rendering the committee void of representation of diverse disciplines. Participants in County B reported that the primary role of the OSC was to sanction the annual report

prepared for the state education agency, which does not require interagency involvement.

While County C had a broad representation of community agencies at many OSC meetings, members often held no authority to enforce decisions that may have affected the representative agencies. Participants reported that until recently there were rarely any opportunities to engage in pooled or shared decision-making. Originally designed as an information-sharing forum, County C's OSC limited ability to effect systems-oriented change stemmed from a lack of leadership, organizational direction and goals, and sense of mission between the participating agencies and community representatives.

Absent from each OSC studied is the representation of county or local government agencies and strong association with the business community. The Center for the Study of Social Policy (1991) strongly advised the inclusion of representation of local government on interorganizational governance boards to promote, encourage, and facilitate development of these unique organizational structures. Gray (1985) supported the cooperation of business, labor, and government in collaborative problem-solving from an interorganizational domain.

Leadership

In a synthesis of the literature Hord (1986) determined that shared leadership or mutual control was ideal for collaborative initiatives. The

quality and style of leadership greatly influences the interorganizational process and affects the governance bodies. Three different styles were observed in this study.

County A. County A's leadership was described by participants as "easy-going and laid-back" and dually as a "leader and a guide." County A's leaders envision goals, affirm values, motivate, manage, achieve unity among groups, and represent the group. All descriptive of what Bruner (1991) referred to as a laundry list of leadership qualities necessary for interorganizational collaborative ventures.

County B. County B's site coordinator along with two district level supervisors were identified as the leaders of the multi-agency initiative. These participants are goal-directed and share a common vision of the Full Service School initiative. The site coordinator is involved with the site's Planning Council and provides direction and encourages pooled decision-making among Council members.

County C. The direction of the OSC in County C is under the leadership of a school district administrator who admitted that the Full Service School initiative was his responsibility. Participants described the OSC chairperson as a leader with too many projects, disorganized, and lacking knowledge of the initiative. Several participants suggested a county coordinator with the primary responsibility of coordinating the Full Service Schools initiative would be more effective.

Descriptions of the proposed position are similar to the Full Service School Coordinator employed by County A's health and human service agency. The leadership role of OSC changed during this study from a single individual to the OSC members through subcommittees. Motivated by the frustration of lack of direction, goals, and purpose, a group leadership emerged internally from the OSC.

Collaboration, Coordination, and Cooperation

Hord (1986) indicated that collaboration, coordination, and cooperation are used interchangeably in the literature because of confusing and similar definitions. Boyd, Duning, Gomez, Hetzel, King, Patrick, & Whitaker (1992) suggested that distinctions among terminology are important because of the influence of interorganizational relationships on participating agencies. It is appropriate to accurately define interorganizational relationships and put efforts into perspective so that specific OSC tasks can be generated. State and local agencies have promoted Full Service Schools as an interagency collaborative initiative. Participants interviewed in all three samples referred to the respective sites and OSC as interorganizational collaborative efforts. A review of the data collected concluded that of the three counties examined, only County A demonstrated an authentic interorganizational collaborative effort. At the service level, County A's OSC agreed to pool resources, jointly plan, implement, and evaluate new services and procedures, and delegate

individual responsibility for the outcomes of the joint efforts. Additionally, the OSC, through binding interagency agreements, is empowered to negotiate, as well as advocate for, programs and policies leading to more comprehensive service delivery on the systems level. County B's efforts displayed enhanced service coordination for families. County C demonstrated interagency cooperation with sporadic episodes of coordination.

Discussion and Recommendations

Recommendations for Further Research

The purpose of this study was to examine the historical and structural domains of three interorganizational governance bodies responsible for the task of developing and implementing the Full Service Schools initiative in three school districts in Florida. Further research is needed in the several related areas.

One area is assessing the effectiveness of these interorganizational governance structures, which was beyond the realm of this descriptive study. A second area is determining the state's role in implementing systems-oriented change involving interorganizational collaboration. The perspectives and concerns of local and state agencies and schools may vary greatly. A third area of needed investigation is the changing role of the principal involved in Full Service Schools. The interactions observed in County A indicated between the site coordinator and the adjoining school

principal indicated that much work was ahead of the participants in working out the redefined roles and responsibilities brought about by the collaborative nature of the relationships. Furthermore, yet to be explored are the implications of shared decision-making between the site coordinator and the principal. A final area worthy of study might be the development of the internal governance structure of the Planning Council of County B's Full Service School site.

Recommendations for Policy-Makers and Practitioners

The needs of today's students are unique and cannot be met by individual agencies or programs acting independently. Policy-makers are more frequently mandating federal, state, and local governments and agencies to actively participate in systems-oriented change through interorganizational collaboration. Florida's Full Service Schools Act (1990) offers an opportunity for counties, school districts, health and human service delivery areas, and communities to develop strategies to develop interorganizational governing bodies ordered with implementing integrated services. Guidelines and technical assistance on how to develop strong interorganizational governance structures should be provided for local participants.

Governance of Full Service Schools by either the school or another agency may restrict the effectiveness, efficiency, and level of collaboration. A governance structure dominated by one agency may be viewed by the

other participating agencies as just another project. Instead of one agency's domination, perhaps a mutually agreed-upon third party coordinator may provide the coordination of tasks and objectives. Additionally, larger counties may consider smaller, site-based OSC similar to the Planning Council of County B or regional OSC representing specific communities within a district or service delivery area.

In this study several facilitative factors were identified and supported by the literature that should be incorporated in the development of these multi-agency governance structures. These factors included frequent informal and formal interaction among participants, broad community and agency representation among membership, clearly written interagency agreements, shared decision-making and leadership, and interagency work groups. Collectively these factors strengthen the interorganizational relationships of the individual OSC responsible for the development and implementation of Florida's Full Service Schools.

APPENDIX A
INITIAL CORRESPONDENCE TO PROSPECTIVE PARTICIPANTS

Date, 1994

<< Name >>
<< Agency >>
<< Address >>
<< City, FL Zip Code >>

Dear << Name >>;

I am Joe Reynolds, a doctoral candidate in the Special Education Administration Program at the University of Florida. I have had an interest in integrated services and specifically in Full Service Schools for several years. The passing of the Full Service Schools Act of 1990 provides an excellent opportunity for me to accomplish two tasks: 1) to study the interaction of agencies actively involved in collaborative efforts that have tremendous potential for systems-oriented reform; and, 2) to generate research information that should be useful to the practitioner in developing multi-agency governance structures. This information will be used to complete my dissertation research.

You have been identified as a person in your agency who can assist me in gathering information about the history and current activities of the interorganizational Oversight Committee of << the Full Service School site >>. I would like to interview you about your perspectives and experiences with the development of the governance structure. This study is not an evaluation. I have enclosed a copy of a brief abstract of the study for your information. Please read it to get a better picture of the study's purpose and goals. If you have further questions, please do not hesitate to contact me at (904) 392-0701, ext. 246 at work, or (904) 846-5045 at home. I appreciate your consideration.

I will contact you within a few days to get your response to this request for an interview. If you agree, we can make an appointment at that time at your convenience. I look forward to your positive response.

Sincerely,

Joseph E. Reynolds, MHS, CRC

APPENDIX B
INFORMED CONSENT FORM

Dear Participant:

As a graduate student at the University of Florida in the College of Education, I am interviewing individuals for my doctoral dissertation about the governance structures of Full Services Schools in Florida. Because you have had experience with the development of a particular governance of a Full Service School site, I am requesting that you allow me to interview you.

Interviews will be conducted at your convenience, in the setting of your choice, and can be anticipated to last approximately 45 - 60 minutes. I will be asking questions about your perceptions and experiences related to the development and maintenance of the interorganizational management of the Full Services School site. The interview will be audio recorded for data analysis and the tape will be retained in the College of Education for future researchers. All participation in this study is voluntary and there is no compensation or payment that will be offered for participation. You have the right to withdraw participation at any time. You also may choose not to answer any question.

All information gained from the interviews will be confidential. Each participant will be assigned an identifying code which will be the only identifying code appearing on any written documents resulting from this study. Identifying codes will not be linked to participants.

You may ask questions about the procedures of the study at any time. I will be available before and after the scheduled interview and can be reached at the office of the Department of Special Education, G315 Norman Hall, (904) 392-0701, ext. 246, or at my home at (904) 846-5045.

If you are willing to allow me to interview you about your knowledge and involvement with Full Service Schools, please sign, date the bottom of this form.

Thank you.

Joseph Reynolds, MHS, CRC

I have read and I understand the procedure described above. I agree to participate in Joseph Reynolds' case study on Full Service Schools in Florida, and I have received a copy of this description.

Participant's Signature

Date

Witness

Date

APPENDIX C INTERVIEW GUIDES

For All FSS Oversight Committee (OSC) Members

1. How does the Full Service School (FSS) site operate?
 - * How many funding sources are involved?
 - * How many agencies are involved in providing direct services?
 - * How do the participating agencies interact?
 - * How were the members of the selected?
 - * What are the roles and responsibilities of the OSC?
 - * How do you perceive your role as a member of the OSC?
 - * What are examples of major decisions made by the OSC?
2. How are decisions made at the FSS site?
 - * Who is involved?
 - * Do they meet formally or informally?
 - * What is generally the forum or location?
 - * How are decisions communicated?
3. How is supervision of the FSS site handled?
 - * Who is involved in the selection and hiring of staff?
 - * Who is involved in the performance evaluation of staff?
 - * Please describe the administrative arrangements.
Any written agreements between agencies?

4. Who do you feel has been supportive of the integration of services?
5. What types of legal and administrative barriers, if any, impacted on the development of the Full Service School site?
 - * What solutions have been created, if needed?
 - * What is the most pressing issue facing this program currently?
 - * How is it being addressed or resolved?
6. Is there any additional information you can share that would help me understand administration and governance of this collaborative program?

Participant Demographics

1. Code Name: _____
2. Gender: M F
3. Education level: _____
4. Agency: health social education
5. Professional title: _____
6. Years at present position: _____

Date: _____ Time Begin: _____ End: _____

Interview Guide for Planning Council Members of County B

1. How does the FSS site operate?

- * How were members of the Planning Council selected?
- * What are the roles and responsibilities of the FSS's Planning Council?
- * What has been your role as a member of the Planning Council?
- * How do the participating components interact?
- * What are examples of major decisions made by the Planning Council?

2. How are decisions made at the Full Service School site?

- * Who is involved?
- * Do they meet formally or informally?
- * What is generally the forum or location?
- * How are decisions communicated to the Center staff?

3. How is supervision of the FSS site handled?

- * Who is involved in the selection and hiring of staff?
- * Who is involved in the performance evaluation of staff?
- * Please describe any administrative arrangements.
- * Any written agreements between agencies or components?

4. Who do you feel has been supportive of the integration of services?

5. What types of legal and administrative barriers, if any, impacted on the development of the FSS's Planning Council?
 - * What solutions have been created, if needed?
 - * What is the most pressing issue facing this Council currently?
 - * How is it being addressed or resolved?
6. Is there any additional information you can share that would help me understand administration and governance of this collaborative structure?

Participant Demographics

1. Gender: M F 2. Education level:
4. Agency: health social education
5. Professional title: _____
6. Years at present position: _____

Date: _____ Time Begin: _____ End: _____

APPENDIX D
CHARACTERISTICS OF INTERVIEWED OSC MEMBERS

Table D-1**Characteristics of Interviewed OSC Members from County A**

Participant	Race/Gender	Education Level	Field/Position	Years at Present Position
A1	W/F	M.Ed.	Education/District Program Administrator	7 years
A2	W/F	B.A.	Health/District Program Administrator	4 years
A3	W/F	Ed.D.	Social Work/District Program Supervisor	20 years
A4	W/F	Ed. S.	Education/District Program Administrator	2 years
A5	W/M	M.Ed.	Education/Intermediate School Principal	5 years
A6	W/F	M.A.	Health/Community Nursing Director	3 years
A7	W/F	M.Ed.	Education/Home Extension Agent	3 years
A8	W/F	High School	Social Work/Community Agency Coordinator	14 years
A9	W/M	High School +	Health/Clinical Director, Mental Health	8 years
A10	W/F	M.Ed.	Education/Early Childhood Program Coordinator	2 years
A11	B/F	High School +	Community/Child Advocate	N/A
A12	W/F	Ph.D.	Health/Clinical Psychologist, Private Practice	3 years

Note: + indicates additional college coursework beyond designated degree.

Table D-2

Characteristics of Interviewed OSC Members from County B

Participant	Race/Gender	Education Level	Field/Position	Years at Present Position
B1#	B/F	MSW +	Education/Site Coordinator	1.5 years
B2#*	W/F	High School +	Social/HRS Public Assistance Specialist	2.5 years
B3	W/F	Ed.D.	Education/District Program Supervisor	11 years
B4*	W/F	M.Ed. +	Education/Consultant & Principal	2 years
B5	W/F	M.Ed.	Education/School Guidance Counselor	14 years
B6	W/F	Ed.S.	Education/School Guidance Counselor	2 years
B7	B/M	M.Ed.	Education/School Guidance Counselor	14 years
B8	W/F	M.A.	Health/Mental Health Program Director	4.5 years
B9	W/F	Ed.D.	Education/District Program Supervisor	14 years
B10	W/F	M.Ed.	Education/District Program Supervisor	14 years
Full Service School site Planning Council Members interviewed				
B11	W/M	MHS +	Education/Project Coordinator	2 years
B12	W/F	B.A.	Social/Social & Vocational Adjustment Liaison	2 months
B13	B/F	B.A.	Social/Family Liaison Specialist	3.5 years
B14	W/F	M.Ed.	Education/Teacher on Special Assignment	8 months
B15	W/F	M.Ed.	Education/Teacher on Special Assignment	3.5 years

Note: # indicates that member is also a current member on the Full Service School site Planning Council.

* indicates the participant held OSC membership during the first year only.

+ indicates additional college coursework beyond designated degree.

Table D-3

Characteristics of Interviewed OSC Members from County C

Participant	Race/Gender	Education Level	Field/Position	Years at Present Position
C1	W/F	M.Ed.	Education/District Program Specialist	3 years
C2	W/F	M.Ed.	Education/District Program Administrator	2.5 years
C3	W/F	Ed.S.	Education/District Program Administrator	2 years
C4	W/F	M.A.	Education/Financial Analyst	14 years
C5	W/F	MSW	Social Work/District Program Administrator	7 years
C6	W/F	M.A.	Social Work/School Social Worker	2 years
C7	W/M	M.A. +	Social Work/Caseworker	3 years
C8	W/F	M.A. +	Health/Executive Director, Mental Health Program	17 years
C9	W/F	Nursing	Health/Children's Medical Services	18 years
C10	W/F	M.H.A.	Health/Hospital Nursing Administrator	12 years
C11	B/F	A.A.	Community/Law Enforcement	4 years
C12	W/F	B.A.	Health/Early Childhood Health	5 months
C13	W/F	B.Ed.	Social/Volunteer Program Facilitator	3 years
C14	W/M	Ed.D.	Education/District Program Administrator	7 years
C15	W/F	BSW	Social/Juvenile Justice	1 year

Note: + indicates college coursework beyond designated degree.

APPENDIX E CODES

Oversight Committee Characteristics

- historical development
- membership
 - composition
 - selection process
 - representation
- roles and responsibilities
- mission
- meetings
 - purpose
 - frequency
 - topics
- leadership
- sub-committees

Interorganizational Relationships

- centralization
 - shared decision-making
 - perceived influence on participating agencies
 - communication
- formalization
 - interagency agreements
 - entrance criteria
- complexity
 - variety of agencies represented
 - OSC tasks and issues
 - policy implications

FSS Sites

- description
- services provided
- population served
- funding sources
- supervision
 - decision-making
 - communication

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BIOGRAPHICAL SKETCH

Joseph Reynolds was born the youngest of five siblings in 1962 in Lakeland, Florida. He was raised in rural north Lakeland and was active in his community and church. He graduated from Kathleen Senior high school in 1980. He received his Bachelor of Science degree in psychology from the Florida State University in 1984. Mr. Reynolds has worked with individuals with disabilities in a variety of settings. Following graduation, he worked for 2 years as a behavioral program specialist with the Department of Health and Rehabilitative Services (DHRS) and the Association of Retarded Citizens developing personalized programs for adults and adolescents with mental illness and mental retardation. He also offered in-service training in behavioral analysis for staff, participated on the county Special Olympics Steering Committee, and provided individual and group counseling for clients.

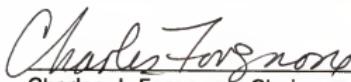
From 1986 to 1989, Mr. Reynolds continued working for the DHRS in the position of social worker in Quincy and Gainesville, Florida. His work with diverse populations of economically disadvantaged families, pregnant and parenting teens, and individuals with mild and moderate disabilities, offered experiences in case management, budget maintenance, and service

delivery coordination. Joseph moved to Gainesville in 1987 to begin his master's studies at the University of Florida.

In 1989, Joseph accepted a position as a vocational rehabilitation counselor with the Florida Department of Labor and Employment Securities. Completing a year-long internship with the agency, Joe earned the Master of Health Science degree in rehabilitation counseling from the University of Florida in 1990. He was awarded his national certification as a rehabilitation counselor in 1991. It was as a vocational rehabilitation counselor that he combined his skills and knowledge of counseling and experience of working with individuals with special needs.

In August of 1990, Mr. Reynolds entered the special education doctoral program at the University of Florida. As a graduate research and teaching assistant, he has had numerous national and state presentations, research and grant writing opportunities, and two full-time internships while completing course work toward the Doctor of Education degree. Upon graduation, Mr. Reynolds will assume the position of Counselor and Special Needs Coordinator for the Navajo County Community College District in Arizona. Mr. Reynolds will be assisting the transition of students with disabilities entering into community college and university life by providing personal, vocational, and academic counseling and program development.

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Education.



Charles J. Forgnone, Chair
Professor of Special Education

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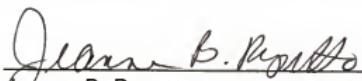
Joan L. Curcio
Associate Professor of Educational
Leadership

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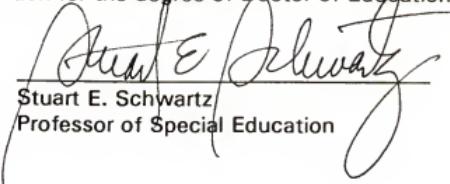
Cary L. Reichard
Professor of Special Education

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Jeanne B. Repetto
Visiting Assistant Professor of
Special Education

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Education.



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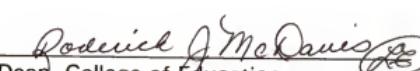
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Professor of Foundations of Education

This dissertation was submitted to the Graduate Faculty of the College of Education and to the Graduate School and was accepted as partial fulfillment of the requirements for the degree of Doctor of Education.

August, 1994



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